

Meetings & Topics

#1: [July 26, 2013](#)

- Review of Charge and Potential Topics/Issues
- Prioritization of Topics/Issues – Tier I and Tier II
- Criteria & Process for Accepting Input to Task Force
- Discussion of Proposed Timeline

#2: [Aug. 7, 2013](#)

- Suggestions for Criteria by which to Evaluate Issues/Topics
- County's Fiscal Crisis
- Criminal Justice System Challenges

#3: [Aug. 21, 2013](#)

- LEST I – County & City
- Greene County's LEST II
- Greene County's Plans for November Election
- Proposal to Develop Public Safety "Solution Scenarios"

#4: [Sept. 10, 2013](#)

- Review of Additional Topics added to List:
- Topics Suggested by Citizens
- Sponsored Topics added to Task Force's Charge:
- County Animal Control – Sponsor: Commissioner Bengsch
- Further City-County Consolidation – Sponsor: Mayor Stephens
- Jointly Funded City-County Functions
- Emergency Communications (911)
- Emergency Management
- Parks
- Health Department
- Criminal Justice Capital Needs
- County Sheriff's Office
- Springfield Police Department
- County Courts
- Juvenile Facility Expansion

- Municipal Court
- Lifecycle Capital Replacement Costs

#5: [Sept. 25, 2013](#)

- Criminal Justice Capital Needs (continued)
- City
- County
- Unfunded Environmental Mandates

#6: [Oct. 10, 2013](#)

- Health Department Budget Subsidy Amount
- Status Update: Springfield-Greene County Safety & Justice Roundtable
- Recommendations

#7: [Nov. 13, 2013](#)

- Request for Deadline Extension
- Use Tax Election Results
- Status Update: Springfield-Greene County Safety & Justice Roundtable
- Recommendations

#8: [Dec. 4, 2013](#)

- Status Update: Springfield-Greene County Safety & Justice Roundtable
- Recommendations
- Public Safety Scenarios – Information Needed

#9: [Dec. 18, 2013](#)

- Safety & Justice Roundtable Report Review & Wrap Up
- Public Safety Scenarios Reminder
- High-Level Overview of Upcoming Environmental Issues

#10: [Jan. 8, 2014](#)

- Springfield-Greene County Safety & Justice Roundtable Report/Approval
- Environmental Mandates
- Citizens' Wastewater Task Force
- Citizens' Stormwater Task Force
- Citizens' Affordability Task Force

#11: [Jan. 27, 2014](#)

- Public Safety Scenarios
- County
- City

#12: [Feb. 20, 2014](#)

- Environmental Mandates and Integrated Planning

#13: [March 12, 2014](#)

- Public Health Funding
- Animal Control

#14: [March 26, 2014](#)

- Public Health
- Animal Control (moved to a later meeting)

#15: [April 9, 2014](#)

- Operational Issues: & Unfunded Capital Needs, Lifecycle Capital Replacement

#16: [April 30, 2014](#)

- Growth Planning
- Employee Wellness

#17: [May 14, 2014](#)

- Employee Recruitment/Retention/Compensation
- Capital Transportation Costs
- City

#18: [May 28, 2014](#)

- Animal Control
- Economic Development
- City
- County

#19: [June 11, 2014](#)

- Sales Tax Fluctuations/Budget Preparations
- Fiscal Impact Analysis of Recently Passed Tax Exemptions

#20: [June 25, 2014](#)

- Criminal Justice Scenarios

#21: [July 9, 2014](#)

- Functional Consolidation Opportunities

#22: [Aug. 6, 2014](#)

- Civic Engagement
- City
- County

#23: [Sept. 10, 2014](#)

- Review Draft Report
- Outline Options
- Performance Matrix

#24: [Oct. 8, 2014](#)

- Reports from Work Groups on Options to Address Fiscal and Service Delivery
- Challenges and “Dashboard” Performance Metrics

#25: [Oct. 29, 2014](#)

- Dashboard Indicators
- Report Updates – Information on Options

#26: [Nov. 19, 2014](#)

- Final Report Status Review
- Performance Measures

#27: [Dec. 4, 2014](#)

- Final Review Prior to Presentation to City Council and County Commissioners

Report for Joint City-County Planning Task Force

Law Enforcement Scenarios - GCSO (Each scenario builds on, and includes items from the proceeding scenario).

Status Quo: Total Additional Cost: \$0

Attempt to maintain constant authorized strength of 124 sworn and 225 non-sworn staff. We are constantly under minimal staffing levels due to attrition. Minimal staffing levels do not allow for the desired level of pro-active policing.

“One Notch” Increase: Total additional cost: \$1,974,000 to \$35,924,000

Based on the 2009 Comparison Study, additional staff would be added. The addition of 23 Patrol Deputies would continue to reduce response times. We would create smaller Patrol districts and expand proactive activities. The DWI Unit would be expanded and additional Supervisory staff would be on duty on all shifts. Two new units would be created: Property Crimes Unit and Agricultural Crimes Unit to focus on specific incidents. A dedicated Narcotics Unit would be formed with the addition of 7 detectives in the Criminal Investigations Division. These additional deputies would create the need to increase the support staff by 28 positions including expanding the training staff.

Adding an additional 700 beds to the current jail facility; building cost is approximately \$28,000,000 with personnel costs at \$5,950,000.

“Toughest on Crime” Stance: Total additional cost: \$3,948,000 to \$45,868,000

Continue the new units in the “One Notch” phase with more additions to the staff: 23 Patrol Deputies, 7 Detectives, and 28 support staff members.

Adding an additional 1000 beds to the current jail facility; building cost is approximately \$33,000,000 with personnel costs at \$8,920,000.

(Salary and benefits are estimates only and based on starting pay and benefits for all positions).

APPENDIX E:

Greene County Proposed Improvements:

Greene County - 10-Year Project Needs

Table Description:

This list contains transportation projects which have been identified as high priority needs for Greene County within the next 10-years. Only a portion of these projects are currently funded due to present budget constraints.

Project Location:	Project Description:	Estimated Project Cost (\$):
FR 170 (Republic Road) - Scenic to Golden	Widening roadway and improvements from 3-lanes to a 5-lane facility	\$2,660,000.00
FR 170 (Republic Road) - Golden to Route FF	Widening roadway and improvements from 2-lanes to a 5-lane facility	\$4,100,000.00
FR 178 (E. Weaver Road) - Campbell to National Place	Widening roadway and improvements from 2-lanes to a 3-lane facility	\$2,400,000.00
Kansas Extension - Republic Road to East/West Arterial	Construction of new 2-lane (future 4-lane) between Republic Rd & the future East/West Arterial	\$30,000,000.00
FR 178 (W. Weaver Road) - FR 135 to Campbell Ave.	Roadway widening and improvements from 2-lanes to a 3-lane facility	\$14,400,000.00
East/West Arterial (FR 190) - Kissick to Campbell	Construction of new future 4-lane expressway between Kissick Ave and Campbell Ave	\$57,000,000.00
East/West Arterial (FR 190) - Campbell to Cox Rd	Construction of new future 4-lane expressway between Campbell Ave and Cox Road	\$26,300,000.00
Farm Road 164 (Walnut Lawn) - Kansas Expwy to FR 135	Roadway widening and improvements from 2-lanes to a 3-lane facility	\$8,200,000.00
Miscellaneous Bridge Replacements, Safety Improvements, Etc...	Bridge replacements, roadway safety improvements, cost share projects, etc...	\$5,910,000.00
TOTAL =		\$150,970,000.00

Greene County - 10-Year Project Budget

Table Description:

This list contains the transportation projects that Greene County will be able to fund within the next 10-years based on current revenue/expenditure projections.

Project Location:	Project Description:	Estimated Project Cost (\$):
FR 170 (Republic Road) - Scenic to Golden	Widening roadway and improvements from 3-lanes to a 5-lane facility	\$2,660,000.00
FR 170 (Republic Road) - Golden to Route FF	Widening roadway and improvements from 2-lanes to a 5-lane facility	\$4,100,000.00
FR 178 (E. Weaver Road) - Campbell to National Place	Widening roadway and improvements from 2-lanes to a 3-lane facility	\$2,400,000.00
Miscellaneous Bridge Replacements, Safety Improvements, Etc...	Bridge replacements, roadway safety improvements, cost share projects, etc...	\$5,910,000.00
Kansas Extension - Republic Road to Weaver Road	Construction of new 2-lane (future 4-lane) between Republic Rd & Plainview Rd	\$17,930,000.00
TOTAL =		\$33,000,000.00

Greene County - 10-Year Project Deficit

Table Description:

This table illustrates the funding deficit that exists between our 10-year project needs and our anticipated construction budget over the next 10-years.

Total Project Needs (10-Year Horizon) =	\$150,970,000.00
Total Project Budget (10-Year Horizon) =	\$33,000,000.00
Difference =	\$117,970,000.00

City Of Springfield Proposed Improvements:

City of Springfield - Transportation Capital Improvement Projects

(Based on safety, congestion, and infrastructure condition)

City of Springfield - Unfunded Project Needs For 2014-2024

Project Location:	Project Description:	Estimated Project Cost (\$):
E Battlefield Road from National Avenue to Kansas Expy	Access Control, median and driveway closures	\$11,450,000.00
S Campbell Ave from Battlefield Road to Walnut Lawn St	Six Lining and Access Control as needed	\$1,750,000.00
S Campbell Ave from Walnutlawn Street to Powell St	Walnut Lawn addition lanes, Six Lining Campbell and Access Control as needed	\$3,500,000.00
S Campbell Ave from Powell St to Primrose St	Six Lining and Access Control as needed	\$1,000,000.00
S Campbell Ave and Broadmoor Intersection	Upgrade signal and improve geometrics	\$750,000.00
S Campbell Ave from Sunset St to Woodland St	Six Lining and Access Control as needed	\$1,000,000.00
S Campbell Ave from Woodland St to Battlefield Rd	Six Lining and Access Control as needed	\$1,600,000.00
E Catalpa St and Oak Grove Ave Intersection	Improve sight distance and add left turn lanes	\$1,250,000.00
Central St from Sherman to Campbell	Convert Central to a complete street	\$2,350,000.00
Central St from Campbell Ave to Grant	Convert Central to a complete street	\$2,250,000.00
E Cherry St and Kimbrough Intersection	Signal Upgrade	\$1,500,000.00
W Cox Ave from Battlefield Rd to Walnut Lawn	Reconstruct Cox as a collector street with curb and gutter, sidewalks and storm sewers	\$2,000,000.00
E Division St from Glenstone Ave to National Ave	Reconstruct Division as a two lane road with center turn lane	\$2,750,000.00
W Division St and Grant Ave Intersection	Upgrade signal and improve geometrics	\$1,250,000.00
E/W Arterial from Campbell Ave to National Ave	Connect Campbell to National and widen National to PT north	\$5,500,000.00
E/W Arterial from Southwood to Kissick Ave	Extend arterial street	\$10,310,000.00
S Fremont Ave from County Line Rd to E/W Arterial	Extend arterial street to new arterial	\$8,300,000.00
S Fremont Ave from Lark St to Briar St	Widen Fremont to five lanes with curb and gutters and sidewalks	\$1,750,000.00
S Fremont Ave from Sunset St to Montclair St	Widen Fremont to five lanes and improve the Fremont Battlefield intersection	\$6,500,000.00
Galloway from Luster to Lone Pine Ave	Widen Galloway to three lanes with curb and gutter, bike lanes, and sidewalks	\$3,500,000.00
N LeCompte Rd from Division St to Rail Road	Widen LeCompte to three lanes	\$1,000,000.00
E Lone Pine Ave from Sunshine St to Seminole St	Widen Lone Pine to three lanes with curb and gutter, sidewalks bike lanes and storm sewers	\$4,250,000.00
S National Ave from Walnutlawn St to Primrose St	Add an additional south bound lane and improve the Walnut Lawn intersection	\$1,200,000.00
S National Ave from Montclair St to Walnut Lawn	Six lane National to provide additional capacity	\$2,750,000.00
S National Ave and Bennett Intersection	Upgrade Signals and improve geometrics	\$750,000.00
Packer Rd from RR to Kearney St	Reconstruct Packer as a industrial collector street with curb and gutters and sidewalks	\$3,500,000.00
E Primrose St from South Ave to Kimbrough	Widen Primrose to five lanes and provide dual lefts at Jefferson along with bike lanes and sidewalks	\$2,750,000.00
E Pythian St from Central St to National Ave	Connect Pythian to Central at Sherman	\$2,000,000.00
E Pythian St from National Ave to Glenstone	Convert Pythian to a complete street	\$3,400,000.00
Sunshine and Fire Station # 7 Signal Upgrade	Upgrade signal at Fire Station for safer access	\$250,000.00
N Weller Ave from Dale St to Kearney St	Widen existing street to collector standards	\$750,000.00
Additional sidewalks and Multi Modal connections	Fill in gaps of missing sidewalks and make connections to Multi Modal facilities	\$15,000,000.00
Economic Development Partnerships	Partner with economic developments as needed to encourage development	\$15,000,000.00
TOTAL Unfunded=		\$122,860,000.00

City of Springfield - Unfunded Partnership Projects

Project Location:	Project Description:	Estimated Project Cost (\$):
E Chestnut Expy from Barnes Ave to RT 65	Improve left Turn Lanes	\$750,000.00
E Division St from US 65 to LeCompte Rd	Add a center turn lane for left turn movements	\$1,750,000.00
S Glenstone and Bennett St Intersection	Add additional turn lanes	\$2,500,000.00
S Kansas Expy and Sunset Ave Intersection	Upgrade signal and improve geometrics	\$1,750,000.00
W Walnut Lawn St from Kansas Expy to Cox Rd	Add turn lanes at Kansas Expressway and improve the Walnut Lawn and Cox intersection	\$2,250,000.00 *
N West Bypass and Kearney Intersection	Upgrade signal and improve geometrics	\$3,500,000.00
S Kansas Expy from Republic Rd to Weaver	Construct new Road to Arterial Standards	\$13,500,000.00 *
TOTAL Unfunded =		\$10,250,000.00

* Amount included in Greene County list

Projects Currently Funded

Project Location:	Project Description:	Estimated Project Cost (\$):
E Battlefield Rd and US 65 Interchange	Widen Battlefield bridge over 65 and add ramp additional ramp lanes	\$14,825,000.00
E Battlefield Rd and Glenstone Ave Intersection	Add right turn lanes	\$750,000.00
S Campbell Ave from Primrose St to South Ave	Additional intersection capacity and complete sixing Campbell to South and Primrose to the east	\$3,000,000.00
S Campbell Ave and Republic Intersection	Improve Intersection Capacity by Adding Dual left turn lanes	\$4,500,000.00
E Chestnut Expy and US 65 - Bridge over RR	Railroad Grade Separation on Chestnut Expressway at US 65	\$12,000,000.00
Galloway Creek 2900 E Barton St - Bridge rated 10 tons	Replace existing bridge over Galloway Creek	\$300,000.00
S Glenstone from RT60 to Battlefield Rd	Six Lining and Access Control as needed	\$5,200,000.00
S Kansas Expy and Rt 60 JRF Interchange	Convert interchange to a DDI and extend the ramps	\$4,500,000.00
E Kearney St and Packer Rd Intersection	Reconstruct the intersection with turn lanes and signals	\$3,250,000.00
W Mount Vernon St and Orchard Crest Ave Intersection	Improve the sight distance and intersection capacity	\$750,000.00
W Mount Vernon St from Suburban to Orchard Crest Ave	Widen street to three lanes with curb & Gutters, bike lanes and sidewalks.	\$4,500,000.00
W Republic St from Campbell Ave to Kansas Ave	Reconstruct Republic as a five lane curb and gutter street with sidewalks	\$4,000,000.00
W Republic St from Scenic Ave to FR 141 (Golden)	Reconstruct Republic as a five lane curb and gutter street with sidewalks	\$2,500,000.00
W Republic St and Kansas Ave - Bridge over JRF	Widen existing bridge to five lanes to provide capacity and turn lane for Kansas Ave	\$1,000,000.00
E Republic St and Monastery St - Bridge over JRF	Widen existing bridge to five lanes to provide capacity and turn lane for Monastery Drive	\$1,000,000.00
E Republic St from Campbell Ave to Monastery St	Widen to five lane with curb and gutter and sidewalks and access control as needed	\$2,500,000.00
Weaver Rd from City Limit to PT West	Reconstruct Weaver Road from City Limits to Campbell	\$2,000,000.00
TOTAL Funded =		\$66,575,000.00

City of Springfield - Project Deficit

Total Project Needs (Unfunded, including Partnerships) =	\$133,110,000.00
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7/15/2013 FINAL

Task Force Charge

The 30-member Stormwater Management Task Force, appointed by City Council and Greene County Commission in September 2012, was charged with studying the long-term needs for the City and County stormwater programs. The City and County have ongoing costs to administer the stormwater program, which include addressing flooding issues, infrastructure needs and clean water mandates. Those costs will increase in the future primarily due to stricter environmental regulations and decaying infrastructure. The questions posed to the Task Force for consideration were:

- How should we prioritize investments made in stormwater management?
- What principles should guide the community stormwater management programs?
- What investments should be made in stormwater management?
 - Should water quality programs be developed to comply with or exceed regulations?
 - Should a permanent, dedicated source of funding be implemented for required programs and maintenance/repair/replacement of the decaying system?
 - What amount of capital investment should be made over what time period?
 - Should the capital funding source have a sunset provision and specific projects identified?
 - What type of infrastructure maintenance/system repair & replacement program should be implemented?
- What level of funding is desired?
- What source(s) of funding are desired?
- How should we explain the issues and Task Force recommendations to the community?

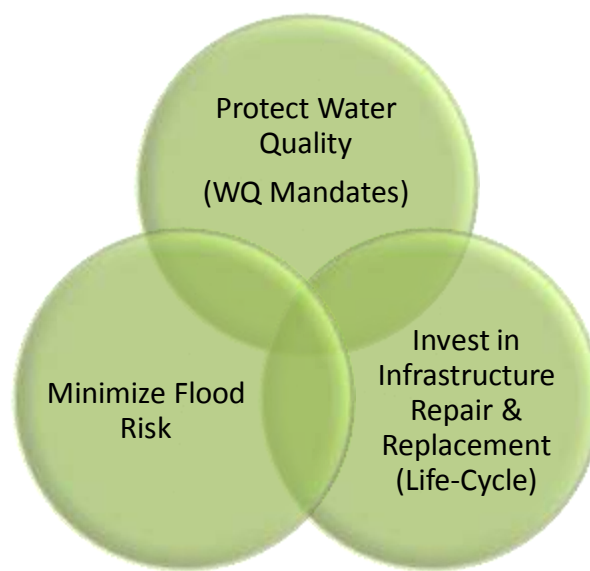
Recommendation Summary

The Task Force has developed the following recommendations:

1. Greene County and the City of Springfield should fund water quality programs, flood risk reduction projects and infrastructure lifecycle repair/replacement programs.
2. Greene County should enact a county-wide 1/10th of one percent sales tax as a permanent, dedicated funding source to cover the ongoing operating expenses and water quality mandates, and invest in infrastructure repair/replacement of the stormwater system.
3. Greene County should enact a 1/8-cent sales tax to be utilized for capital projects for system replacement and/or flooding, but also to meet water quality objectives including those established in current or future unfunded environmental mandates from MDNR and/or EPA, such as Total Maximum Daily Load (TMDLs). It is recommended the 1/8th-cent sales tax have a sunset and be presented to the voters for renewal every seven years.
4. Revenues from both taxes would be shared by Greene County and the cities within Greene County as mutually agreed to by the parties.

Background

The Task Force discussions focused on three major components of stormwater – water quality/unfunded mandates, minimizing flood risk, and replacing aging infrastructure. A major stormwater funding source for both the City and the County for the last 5 years has been the 1/8-cent Parks/Stormwater Tax, which expired in June, 2012. Since that time, neither the City nor the County has a dedicated funding source to address stormwater expenses in any of these three. City funding of stormwater management operating costs for regulatory compliance will end in June 2014 and County funding will end in 2014.



Program Goals & Priorities – Recommendations

The Stormwater Task Force discussed what outcomes are important for the City and the County's stormwater management programs. They also discussed the program priorities that should be used to prioritize investments in the program, including capital projects. The priorities recommended by the Task Force, in order, are listed below:

1. Reduce the risk of injury/death caused by flooding events.
2. Protect water quality and help our community comply with federal and state regulations.
3. Create multiple benefits with stormwater investments.
4. Reduce property damage caused by flooding events.
5. Make sure the system we have in place to manage stormwater is in good repair by investing in proactive infrastructure repair & replacement (lifecycle).

Guiding Principles

The Stormwater Task Force also recommends the following Guiding Principles be considered by the City Council and County Commission and staff for the community's stormwater programs.

Conservation:

- The efficient use of resources should be encouraged.

Economic Development:

- We attract businesses and citizens to our community because of the value gained through investments made in environmental stewardship.
- We safeguard our water resources while keeping tax rates and fees competitive with other jurisdictions to attract and retain businesses and citizens.

Effectiveness:

- Stormwater management programs should utilize best practices & sound science to ensure investments are effective.
- Springfield/Greene County can't meet all the financial needs that have been identified via existing revenue sources. Additional investments must be made that have the most impact for the dollar spent.

Environmental Stewardship:

- Springfield/Greene County should meet achievable regulatory requirements based in sound science with the goal of protecting water resources.
- It is important to protect & improve drinking water sources and quality of water in streams in Southwest Missouri. Good stormwater management is in everyone's best interest.

Equity/Fairness:

- Everyone in the community should pay for stormwater management.
- The costs to administer & review permits should be fully recovered from the applicant and not subsidized by other customers.

Financial Burden:

- Springfield/Greene County should invest in stormwater management programs that are affordable.

Innovation/Planning:

- The long-term stormwater management program should be flexible to adapt to new technologies and innovations.
- It is important to develop good plans before implementing projects so funds are spent wisely.
- Master plans of capital improvements should be developed collaboratively on a watershed basis rather than by political jurisdiction.

Public Acceptance:

- Stormwater management programs should be balanced; decision-making should be open and influenced by public input.
- It is important to continue to prioritize, plan & build projects showing progress to the public.

Public Benefit:

- The public should benefit from the investments made in stormwater management.

Understandability/Public Education:

- Citizens should be made aware of how they can protect water quality through their actions, and why it is important. Citizens should understand how improvements can help protect water quality and how improvement programs are funded.

Funding Level – Recommendations

Springfield/Greene County cannot meet all the financial needs that have been identified with current sources of revenue and funding levels. The total combined program needs for the City and County are projected to be: \$7.75 million annually currently increasing to approximately \$11 million annually in 2020 in three major areas: ongoing operating expenses including water quality mandates, infrastructure repair/replacement, and flood risk reduction.

No dollars for unknown future costs were included in these funding level recommendations, such as the capital costs to comply with unknown environmental regulations for water quality (Total Maximum Daily Loads – TMDLs). Only the costs to plan for TMDL compliance are included in the ongoing operating

expenses recommendation. The capital projects list for flood risk reduction and infrastructure repair/replacement will need to be flexible to allow focus on water quality compliance objectives when future TMDL capital costs are known. Even with this flexibility, other funding sources, levels and options may have to be considered at a later time as these expenses are unknown now and cannot be estimated with much certainty.

The Task Force recommends the following levels of funding:

Ongoing Operating Expenses, including Water Quality Mandates: The Task Force recommends that the City and County fund ongoing operating costs to meet federal and state regulations and manage the stormwater program (approximately \$1.5 million this year and steadily increasing to at least \$2.8 million per year by 2020.)

- The majority of ongoing operating costs are to meet federal and state regulations.
- It is recommended that the City and County fund the required costs to meet regulations.

Infrastructure Repair/Replacement: The Task Force recommends that total annual reinvestment should be approximately \$2.5 million annually.

- The City and County have built infrastructure to manage stormwater over the past 100 years, but resources have not been available to repair and replace the infrastructure.
- This recommendation is for a 200-year replacement cycle for the \$500 million in existing infrastructure. This amount is more than what is being spent currently, but only half as much as the industry best practice of a 100-year system replacement cycle.

Flood Risk Reduction: The Task Force recommends approximately \$6 million per year be invested in capital projects to allow the City and County to mitigate flooding.

- The City and County should maintain the capital investment levels made annually in the past on flood risk reduction. This funding level supports a good program that makes steady progress toward eliminating the most severe flooding problems. It does not meet all of the community's flooding needs. There is a backlog of nearly \$200 million in high-priority stormwater needs and the recommended \$6 million per year is an investment that is considered affordable to tax payers.
- It is important to develop good plans before implementing projects so that funds are spent wisely. Master plans of capital improvements should be developed collaboratively on a watershed basis rather than by political jurisdiction.
- These investments should address flood risk reduction, but also protect water quality as desired by the community and required by the state/federal regulators.

The list of projects will need to be flexible and may need to focus more on water quality compliance objectives once future TMDL capital costs are known.

Funding Sources – Recommendations

The Task Force considered the pros and cons of a property tax, user fee and sales tax for funding stormwater management. All three options would require a vote of the people to enact.

Recommendation: The Task Force recommends a sales tax as the source to fund stormwater management.

Sales Tax: The Task Force recommends sales tax as the source to fund stormwater management. Since stormwater management has been funded in the past through sales tax, it is anticipated that the community would be most supportive of this source. Sales tax is paid by Greene County citizens and those who visit and work in the County. The sales tax investments made would benefit all citizens of Greene County, as well as those who visit. In terms of funding sources, the Task Force recommends the following:

1. **1/10th of one percent sales tax:** Greene County should enact a county-wide 1/10th of one percent sales tax as a permanent, dedicated funding source to cover the ongoing operating expenses and water quality mandates, and invest in infrastructure repair/replacement of the stormwater system. This sales tax would generate approximately \$4 million annually. State statute dictates these funds shall be distributed to the County and cities within the County based upon population.
2. **1/8th of one percent sales tax:** Greene County should enact a county-wide 1/8th of one percent sales tax with a 7-year sunset for capital projects. This would be a reinstatement of the Greene County 1/8th of one percent sales tax for Parks/Stormwater that expired in 2012. This sales tax would generate approximately \$5.1 million annually. These capital project investments should address all three needs when feasible – flood reduction, water quality, and infrastructure repair/replacement. The 1/8th-cent sales tax, either in the initial seven years or in subsequent renewals, should be utilized for capital projects for system replacement and/or flood control, but also to meet water quality objectives, including those established in current or future TMDLs. Water quality mandates could exceed our community's ability to pay. Additional revenue may be needed in the future depending upon the length of time allowed for regulatory compliance and Greene County/Springfield's community goals.
3. **Plan Major Projects:** A list of major projects should be developed and shared with voters to demonstrate a commitment to community priorities. The list of projects for the entire seven-year timeframe would be developed through a master planning process, but would be flexible enough to meet the changing water quality regulations and needs. The list of projects will need to be flexible and may have to focus more on water quality compliance objectives when future TMDL capital costs are known, as well as other emerging needs. A citizen oversight committee could be considered to also assure voters of commitment to good stewardship of financial resources.
4. **Revenue Sharing:** Revenues from both taxes would be shared by Greene County and the cities within Greene County, as mutually agreed to by the parties.

The Task Force recommends that City and County officials act upon these recommendations in the near future as resources to address these critical community needs and meet regulatory requirements will soon be depleted. The most urgent need is to fund operating costs, including water quality protection services

required by federal and state regulations, maintenance of waterways, and planning funds to develop a common sense approach to future water quality compliance. Citizens will also greatly benefit from infrastructure investment.

Other sources of funding considered include: property tax and user fee. There wasn't any support within the Task Force for a property tax revenue source. There was some support for the user fee, but it was not recommended by a majority of the Task Force. The following summarizes the pros and cons of each source that was discussed by the Task Force.

Stormwater User Fee: The stormwater user fee was not recommended for a variety of reasons. It is not currently a source of revenue and it may not be easily understood by voters. Because it is a fee and not a tax, entities that are tax exempt pay for stormwater management. In other words, government entities, schools, and nonprofit institutions pay the user fee. A stormwater user fee would be new to the City and County, and would cause an added cost to establish and administer the billing system that does not currently exist. Springfield voters did not approve a stormwater user fee on the ballot in 1994. A user fee, if enacted, may need to be increased in the future, which could be controversial in the community. Task Force members also identified several positives about the stormwater user fee. Because it charges property owners proportionally for the amount of runoff they generate, it can provide incentives to reduce a property's amount of runoff or improve their runoff quality can be built into the program. A user fee is typically based on the amount of hard surface on each property since stormwater runs off hard surfaces, such as roofs, driveways, and sidewalks carrying pollution, causing erosion, and creating downstream flooding. Those who generate more stormwater runoff pay more for the associated infrastructure costs. It is a stable source of revenue and does not fluctuate with the economy.

Property Tax: The property tax option was eliminated first from further consideration by the Task Force because voters are typically not supportive of increases to property taxes in Greene County. By State statute, an increase to property tax cannot be dedicated to stormwater management and, therefore, would compete with other needs which rely heavily upon property taxes for funding. Greene County is a first class unchartered county. State Statute 137.035 lists specific dedicated purposes that can be collected as a property tax; stormwater is not one of those purposes. County property tax could be increased and collected as a general tax and then be budgeted by the County Commission along with everything else that's funded by General Revenue. The Task Force didn't want stormwater to compete with other important needs that rely heavily on property tax. The Task Force also declined consideration of a property tax increase because it is generally considered regressive in that it doesn't consider a person's ability to pay.

Community Outreach

The Task Force recognizes the importance of building community understanding of the current and future stormwater management needs. An extensive community outreach program is recommended to build that understanding. Education and outreach is a regulatory requirement of both the City and County. Both Greene County and the City of Springfield have extensive public education and outreach efforts delivered by staff and in partnership with non-profit organizations. Greene County/Springfield area is fortunate to have strong local water quality organizations in the James River Basin Partnership and the Watershed Committee of the Ozarks. They currently work with the City and County to help fulfill the educational requirements associated with water quality. Ongoing support of these two groups, as well as funding for City and County education and outreach programs is critical to community success as water quality needs and obligations increase.

Report from the Springfield-Greene County Unfunded Environmental Mandate Affordability Task Force

January 28, 2013

Background

Based upon a collective concern about projected costs of near-term unfunded environmental mandates and their potentially devastating impact on our community's citizens, the City of Springfield, Greene County, and Springfield City Utilities have worked together to develop a draft "integrated plan" proposal that encourages EPA and MDNR to consider all unfunded environmental mandates holistically and their collective impact on a community over time. The creation of this Task Force was a result of the development of this proposal. The City, County, and City Utilities felt it was important for community stakeholder input into the formulation of recommendations regarding community affordability.

The Task Force was formed because Springfield and other Missouri communities could be collectively facing billions of dollars in environmental mandates and regulations over the next few decades. Mayor Stephens charged the Task Force to look at the different factors in the community that determine whether or not the community can afford to deal with the coming mandates and regulations.

The City, County, City Utilities, and Task Force members recognize that the majority of these unfunded mandates originate at the federal level (EPA), and this places the MDNR in a position of having to enforce EPA's mandates while communities express concern about affordability. That said, DNR does have authority over several aspects of federal law (deadlines for compliance, variances, etc) which have a direct bearing on community affordability.

This report will outline the specific recommendations the Task Force developed. Attached hereto is a copy of the Task Force's Charge (Attachment A) and a summary of the meetings which were held (Attachment B).

A representative from the Missouri Department of Natural Resources (MDNR), Larry Groner (Fiscal and Administrative Manager) assisted the Task Force by explaining the recently developed formula/framework, presented MDNR's position on affordability, and responded to questions that arose during the Task Force meetings.

The City, County and City Utilities have committed to providing MDNR with our collective affordability feedback by January 31, 2013.

Recommendations

The following list was developed to provide input on what could be changed or added to MDNR's Draft Guidance for Conducting and Developing an Affordability Finding. The Task Force feels these recommendations are reasonable actions that can be accomplished. In some instances, MDNR should seek additional information from the community, which places the onus on the community to provide the requested information. Currently, the Draft Guidance states that MDNR "may" consider additional information; the Task Force feels that MDNR staff should be directed to ask communities for specific additional information items as well as anything else the community believes should be considered in assessing its financial capability.

The Task Force, along with the City of Springfield, Greene County, and Springfield City Utilities, recognizes that in order for a more holistic approach to be considered for environmental mandates via integrated planning, serious support for this approach will need to originate from the uppermost levels of management of both the EPA and MDNR. Consequently, while we desire a formal policy change at the national level and will continue to work toward this goal while recognizing this process could take many years, our community is currently seeking approval of an integrated plan "pilot project" that will allow flexibility to develop new approaches in the near term. Our pilot will potentially serve as a demonstration program for cities across the country.

The Task Force's recommendations are noted under each of the seven (7) criteria that MDNR is statutorily required to use to evaluate community affordability.

1. Assess the entity's financial capability and ability to raise or secure necessary funding.
 - a. **Recommendation:** MDNR staff should not "penalize" a community for having been good financial stewards and maintaining a positive bond rating or other financial indicator. Good financial stewardship does not necessarily equal a community's ability and willingness to increase funding toward unfunded environmental mandates.
2. Assess the affordability of pollution control options for the individuals or households of the community.
 - a. **Recommendation:** MDNR staff should consider wastewater, stormwater, drinking water quality, air quality, and solid waste costs collectively, along with any and all other unfunded environmental mandates, when evaluating community affordability.
3. An evaluation of the overall costs and environmental benefits of the control technologies.

- a. **Recommendation:** MDNR staff should consider the “law of diminishing returns” during the affordability analysis. At some point, investing additional public funds toward an unfunded environmental mandate will yield a lesser return and warrants increasing scrutiny, particularly in light of other social needs.
 - b. **Recommendation:** The Task Force recommends that if newer, more up-to-date technology is more expensive, but the existing technology still achieves a high level of environmental protection, then the “older,” more cost-effective technology should be allowed to be used until the end of its lifecycle. This would limit the constant upgrades (and corresponding costs) that would otherwise be experienced by all communities as technologies continually improve.
- 4. Ways to reduce economic impacts on distressed populations in the community, including but not limited to, low and fixed income populations, included considerations of: a) allowing adequate time in implementation schedules to mitigate potential adverse impacts on distressed populations resulting from the costs of the improvements and taking into consideration local community economic considerations; and b) allowing for reasonable accommodations for regulated entities when inflexible standards and fines would impose a disproportionate financial hardship in light of the environmental benefits to be gained.
 - a. **Recommendation:** The MDNR staff should study the state-wide impact on lower income residents of complying with the Clean Water Act, plus paying for air quality, safe drinking water, and solid waste compliance. The Task Force is very concerned about the devastating impact these unfunded mandates could have on low-income citizens in our community and other communities. Appendix C provides a summary of the estimated costs per household (at three different income levels) of projected future environmental mandates. Appendices D, E, and F provide the supporting data from the City of Springfield, Greene County, and City Utilities. (Note: Projected household costs are broken out into three geographic areas. The City, County Urban Service Area, and County unincorporated area data do not overlap. Thus, a household is assumed to either be considered (a) a City household and incur both City and City Utilities projected costs, (b) a County Urban Service Area household and incur both County Urban Service Area and City Utilities projected costs, or (c) a County unincorporated household and incur both County unincorporated and City Utilities projected costs.)
- 5. An assessment of other community investments relating to environmental improvements.
 - a. **Recommendation:** MDNR staff should consider the environmental investments already made by a community. Staff should consider the

good faith efforts made by a community in the past in an effort to maintain environmental compliance.

6. An assessment of factors set forth in EPA guidance, including but not limited to, the Combined Sewer Overflow (CSO) Guidelines for Financial Capability Assessment and Schedule Development that may ease the cost burdens of implementing wet weather control plans, including but not limited to, small system considerations, the attainability of water quality standards, and the development of wet weather standards.
7. An Assessment of any other relevant local community economic condition.
 - a. **Recommendation:** MDNR staff should consider the issue of “overlapping debt” when considering “other relevant local community economic conditions.” [Overlapping debt - the debt of a political entity, such as a city, where its tax base overlaps the tax base of another political entity, such as a city within the county or state. Overlapping debt is important when determining the affordability of a program because the burden of all jurisdictions (city, school district, county, state) falls on the individual citizen.]
 - b. **Recommendation:** MDNR staff should consider how economic conditions affect business decisions of employers and households, including the direct impact of increased environmental mandate fees and utility rate increases on the economic climate and affordability of the municipality/county. Special focus should be placed on those “target industries” that are especially sensitive to increased environmental compliance costs.
 - c. **Recommendation:** MDNR staff should consider the “economic sensitivity” of employers within a community to increased environmental mandate fees/costs, including the consideration that U.S. companies are competing with international companies that are not subject to similar environmental regulation compliance costs.
 - d. **Recommendation:** MDNR’s community financial affordability analysis should consider the community’s ongoing cost of system maintenance and replacement of aging infrastructure.
 - e. **Recommendation:** MDNR staff should consider any additional community commitments that have been made to citizens (e.g., response to a natural disaster or when elected officials make a commitment not to raise taxes while another community priority is being fiscally addressed).

Additionally, the Task Force **recommends** that MDNR adjust the affordability guidelines document to address stormwater, wastewater, and any and all unfunded environmental mandates. The document currently references measures that are specific to wastewater (e.g., number of connections) and which could be better tailored to a stormwater analysis.

The Task Force would like to express its appreciation to Mr. Larry Groner and the Missouri Department of Natural Resources for their cooperation and willingness to provide information throughout this process. The Task Force recognizes the difficult position MDNR finds itself, attempting to balance enforcement of EPA-initiated unfunded mandates with local community affordability, and appreciates MDNR's spirit of cooperation as we attempt to implement an integrated planning pilot program that could benefit communities across the State and country.

Task Force Membership:

- Rob Dixon, Springfield Area Chamber of Commerce (Chair)
- John Rush, City Council, City of Springfield
- Steve Meyer, Director of Environmental Services, City of Springfield
- Roseann Bentley, Greene County Commission
- Tim Davis, Water Quality Field Operations Manager, Greene County
- Skip Jansen, Board of Public Utilities, Springfield City Utilities
- Jared Rasmussen, Olsson and Associates
- Bill Bryan, Merrill Lynch
- Frank Evans, Lathrop & Gage
- Dean Young, CU Citizens Advisory Committee, Springfield City Utilities

Support Staff:

- Greg Burris, City Manager, City of Springfield
- Larry Groner, Missouri Department of Natural Resources
- Scott Miller, General Manager, City Utilities
- Sheila Shockey, Shockey Consulting
- Tim Smith, County Administrator, Greene County

Attachments:

- A) Task Force Charge
- B) Summary of Task Force Meetings
- C) Summary of Projected Costs for Future Unfunded Environmental Mandates
- D) City's Projected Costs for Future Unfunded Environmental Mandates
- E) Greene County's Projected Costs for Future Unfunded Environmental Mandates
- F) City Utilities' Projected Costs for Future Unfunded Environmental Mandates



Attachment A

December 3, 2012

Dear Unfunded Environmental Mandate Affordability Task Force Members:

I want to thank you for agreeing to serve on this important community task force. I look forward to hearing your recommendations.

Enclosed you will find a document that provides your task force's membership and charge. As you can see from the timeline within the charge, the task force must approach its work with a sense of urgency in order for our community to submit recommendations to the Missouri Department of Natural Resources by January 31, 2013.

I have asked Mr. Rob Dixon, Springfield Area Chamber of Commerce, to chair this task force. I am confident Rob will lead the task force in a focused manner such that you will complete your work by January 31st. Additionally, you will have technical assistance available from a representative of Missouri Department of Natural Resources and a representative from Shockey Consulting.

I do not expect this process to require very many meetings or a large time commitment, but I will allow Mr. Dixon to determine the meeting schedule as he deems appropriate. Given the amount of money potentially at stake, it is important that the Task Force complete its work in a thorough manner.

As a Mayor-appointed task force, your work will be subject to the Missouri Sunshine Law. Also enclosed is a list of the guidelines for remaining in compliance with these requirements.

Again, thank you for agreeing to participate in this important process.

Sincerely,

Bob Stephens
Mayor

Enclosures:

- Unfunded Environmental Mandates Affordability Task Force Membership and Charge
- Guidelines for Compliance with the Missouri Sunshine Law

OFFICE OF THE MAYOR

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c: Springfield City Council
Greene County Commission
Board of Public Utilities
Greg Burris, City Manager
Tim Smith, Greene County Administrator
Scott Miller, General Manager of City Utilities
Larry Groner, Missouri Department of Natural Resources
Sheila Shockey, Shockey Consulting

Springfield-Greene County Environmental Mandate Affordability Task Force

City of Springfield:

- John Rush, City Council
- Steve Meyer, Director of Environmental Services, City of Springfield

Greene County:

- Roseann Bentley, Greene County Commission
- Tim Davis, Water Quality Field Operations Manager, Greene County

City Utilities:

- Skip Jansen, Board of Public Utilities
- Dean Young, CU Citizens Advisory Committee

Chamber of Commerce:

- Jared Rasmussen, Olsson & Associates
- Rob Dixon, Springfield Area Chamber of Commerce (Task Force Chair)

Citizens At-Large:

- Bill Bryan, Bank of Missouri
- Frank Evans, Lathrop & Gage

MDNR Technical Representative:

- Larry Groner, MDNR (non-voting)

Technical Resource:

- Sheila Shockey, Shockey Consulting (non-voting)

Task Force Charge:

To (a) review and evaluate the Missouri Department of Natural Resources' current draft "community affordability" framework, (b) consider the extent to which the existing criteria are appropriate for determining the level of "affordability" for a Missouri community, (c) recommend any modifications and/or additions to MDNR's existing criteria and framework, (d) provide a written report of findings and recommendations by January 18, 2013, and (e) deliver a verbal report to the members of Springfield City Council, the Greene County Commission, and the Board of Public Utilities at a special meeting prior to January 31, 2013.

The Task Force consists of representatives from many stakeholder groups, all of whom will be impacted by the level of community affordability determined for our city, county, and utility. The Task Force members are encouraged to think broadly and consider all sectors that will be expected to contribute funds, if additional funds are necessary from our community to comply with unfunded mandates.

The Task Force should consider that MDNR will likely use a single formula/framework to determine community affordability in all cities and counties within Missouri, so any recommended changes should not be specific to Springfield, Greene County, or City Utilities, but can (and should) take into account those factors facing our community. A representative from MDNR will be available to the Task Force to assist as needed, including explaining the recently developed formula/framework.

The City, County, and City Utilities have committed to providing MDNR with our collective feedback by January 31, 2013. Thus, the Task Force's written report should be completed by January 18, 2013 to allow a verbal report to the City Council, Greene County Commission, and/or Board of Public Utilities at a special meeting that can be called for such purpose prior to January 31, 2013.

City, County, and CU staff will provide the final, written report to MDNR, including any concurrence or concerns expressed by the members of the elected and appointed bodies.

The Task Force must abide by the Missouri Sunshine Law (see attached).

Procedures for Meetings of City Appointed Boards, Commissions, Committees, Subcommittees, and Task Forces

All items that are listed have been taken from the Missouri Sunshine Law, the ethics handbook, or Roberts Rules of Order based on the City of Springfield policies.

- A. All meetings of the committee or subcommittee are public meetings and must be conducted in accordance with the **Sunshine Law**.
<http://ago.mo.gov/pdf/MissouriSunshineLaw.pdf>

- B. All committee and subcommittee meeting **agendas** must be **posted** not less than 24 hours prior to the scheduled meeting.

A meeting agenda showing the name of the board, commission, committee, subcommittee or task force; the time, date, location of the meeting; ADA compliance statement (* see example below), and the proposed topics of discussion should be sent to the City Clerk's Office by 12:00 p.m. on the Friday of the week preceding the meeting. This allows the City Clerk's Office to post the meeting and reflect it on the City's calendar of weekly events. Remember, weekends and holidays do not count in the 24-hour posting requirement.

- C. **Agendas** must be followed and **minutes** must be taken.

The chair(s) are responsible for creating an agenda, ensuring that minutes are taken at all meetings, and that those minutes are reviewed and approved by the committee members during a subsequent meeting and forwarded to the City Clerk's Office. Minutes must be maintained for all meetings and subcommittee meetings of the body. These minutes should contain a record of the attendance of the committee members, a concise summary of the discussion, and a record of all actions taken by the committee. The minutes should be brought back to the next committee meeting for approval by the applicable committee or subcommittee. After approval has been given, the approved minutes should be sent to the City Clerk's Office, either electronically or by hard copy, to be maintained as a public record. The chair(s) also are responsible for maintaining decorum during the meetings and ensuring that the agenda items are addressed. When introducing new items, please keep in mind that agenda items must be posted 24 hours before the meeting.

- D. A **quorum** of the committee or subcommittee must be in attendance.

A quorum of the committee or subcommittee must be in attendance for the committee to have a meeting. A quorum is defined as a majority of the entire membership.

Summary of Affordability Task Force Meetings

The Springfield-Greene County Unfunded Environmental Mandate Affordability Task Force (the "Affordability Task Force") met on December 13, 2012, December 20, 2012, and January 8, 2013.

During the first meeting on December 13, 2012, Mr. Groner reviewed the MDNR Draft Guidance for Conducting and Developing an Affordability Finding and explained the purpose of the guidance document and why the seven (7) criteria were included in the guidance document. Mr. Groner and a stakeholders group worked together to author the document and published the same for stakeholder input. The timeline for feedback to MDNR remains open. The City of Springfield committed to providing feedback by January 31, 2013.

Mr. Groner explained that the Missouri General Assembly passed House Bill 89 (HB 89) in August 2011 that set up standards for MDNR to conduct an affordability analysis and issue an affordability finding whenever a permit is issued or enforced under the Clean Water Act inclusive of stormwater and wastewater permits or actions. An affordability finding is not required for drinking water, air quality, solid waste, or any other type of environmental regulation; however, these other environmental investments should be considered under Criteria 5 when DNR makes an affordability finding for stormwater or wastewater requirements.

Mr. Groner then reviewed the seven (7) criteria contained in the Draft Guidance for Conducting and Developing an Affordability Finding document that must be considered, per State statutes, to determine an affordability finding:

1. Assess the entity's financial capability and ability to raise or secure necessary funding.
2. Assess the affordability of pollution control options for the individuals or households of the community.
3. An evaluation of the overall costs and environmental benefits of the control technologies.
4. Ways to reduce economic impacts on distressed populations in the community, including but not limited to, low and fixed income populations, included considerations of: a) allowing adequate time in implementation schedules to mitigate potential adverse impacts on distressed populations resulting from the costs of the improvements and taking into consideration local community economic considerations; and b) allowing for reasonable accommodations for regulated entities when inflexible standards and fines would impose a disproportionate financial hardship in light of the environmental benefits to be gained.

5. An assessment of other community investments relating to environmental improvements.
6. An assessment of factors set forth in EPA guidance, including but not limited to, the Combined Sewer Operations (CSO) Guidelines for Financial Capability Assessment and Schedule Development that may ease the cost burdens of implementing wet weather control plans, including but not limited to, small system considerations, the attainability of water quality standards, and the development of wet weather standards.
7. An Assessment of any other relevant local community economic condition.

The chairman of the Task Force asked the Task Force members to review the Draft Guidance for Conducting and Developing an Affordability Finding and be prepared to discuss the guidance with Mr. Groner. The Task Force Chair also asked City and County staff to prepare the projected cost of known mandates and regulations and the impact on several income groups.

At the second meeting, December 20, 2012, the Task Force and MDNR had an opportunity to discuss the state's position on a number of issues connected to the Draft Guidance for Conducting and Developing an Affordability Finding.

In MDNR's affordability finding, 2% of Median Home Income (MHI) is the default numeric guide the state proposes to use as one factor to determine whether households in a community can afford the costs of additional environmental mandates and regulations under the Clean Water Act. The 2% of MHI has been embodied in Environmental Protection Agency (EPA) guidance for 'combined sewer systems' for some time. EPA and stakeholders had considerable in-house discussions in the past, but no one was aware of an all-inclusive mathematical analysis that went into the decision to use 2% as the affordability threshold. It was noted that 2% isn't a legal standard, but a default guide to use when determining what a community can afford to comply with the Clean Water Act. The EPA Guidance expressly invites communities to offer alternate and additional factors beyond the default factors in the guidance. The 2% figure would be the cost expended per household to maintain existing water and stormwater-related infrastructure, plus to comply with any new and more stringent wastewater and stormwater requirements of the federal Clean Water Act (CWA) and/or State water control laws.

Mr. Groner stated that the "2% of the MHI" threshold was established only for stormwater and wastewater requirements. EPA models for integrated planning, at this point, do not extend to other environmental mandates concerning drinking water, solid waste, air quality, utilities, power production and other community priorities. Thus, communities could be expected to invest far more than 2% of MHI when considering all these mandates together, with the recognition that all are expected to be paid by the same person . . . the citizen/ratepayer. For example, the Task Force considered numerous examples where a household earning \$10,000 per year or less could be expected to pay more than 15% of MHI for environmental compliance costs alone by the year 2030, with costs continuing to increase into the future.

MDNR uses median household income because the median is the mid-point. Using the MHI, half of our community's household incomes are below the MHI and half of the households are above the MHI. The City's MHI is \$34,583, the County's MHI is \$41,059 and the Missouri statewide MHI is \$44,306.

MDNR indicated that they will consider the increased economic burden on lower income households on a case-by-case basis. The Department will consider a number of community impacts, including the number of residents living below the poverty level (Springfield is at 21.7% and Missouri is at 14.0%) and number of residents on food stamps (Springfield is at 13.3% and Missouri is at 11.4%).

The current MDNR Draft Guidance for Conducting and Developing an Affordability Finding document is currently written to be more relevant to wastewater permits than it is to Municipal Separate Stormwater System permits (known as MS4 permits).

The Springfield metropolitan area is the only community that EPA, Region 7 and MDNR are aware of that is attempting to include all environmental issues faced by a community in an "integrated plan" designed to consider all unfunded environmental mandates; not just stormwater and wastewater mandates. Our community feels other environmental concerns, such as air quality, solid waste, power production, drinking water and infrastructure needs should be included in the analysis.

Ms. Cindy Davies (Director of MDNR's Southwest Regional Office) confirmed that use of the "best available technology" (BAT) is built into the MDNR and EPA permitting process. BAT means using the most cost-effective and up-to-date technology that is available in achieving a high level of environmental protection. This policy can result in continual upgrade requirements for communities as technologies continually change.

EPA is charged with implementing the federal Clean Water Act. Within that framework, MDNR has been delegated authority from EPA and actually issues and enforces discharge permits. MDNR has some discretion in the context of affordability and scheduling of regulatory compliance. The permits issued by MDNR are reviewed by EPA. It was noted that MDNR must follow all requirements in the Clean Water Act, but MDNR has discretion in exactly how, when and in what priority compliance is accomplished.

MDNR has some discretion over the affordability criteria. MDNR's Draft Guidance for Conducting and Developing an Affordability Finding considers federal EPA guidance on affordability as one factor. MDNR's particular affordability model is solely a state-sponsored initiative. It was noted that MDNR, with limited exceptions such as variances, does not have the authority to waive any requirements imposed by the federal Clean Water Act.

When an affordability finding determines that additional environmental mandates or regulations are unaffordable, MDNR has three primary mechanisms available for

Projected Percentage of Household Income to be Invested Toward Unfunded Environmental Mandates -- Summary

Attachment C

Current Investment and Scenarios for 2013, 2020 and 2030

<u>Income Level</u>	2013		
	City	with City Utilities	County Urban Service Area with City Utilities
\$0 to \$10,000 (Income = \$10,000)		9.48%	7.10%
\$10,000 to \$25,000 (Income = \$17,500)		5.42%	4.05%
\$25,000 to \$40,000 (Income = \$34,500)		2.75%	1.90%
<u>Income Level</u>	2020		
	City with City Utilities		County Urban Service Area with City Utilities
\$0 to \$10,000 (Income = \$10,000)	13.93%		11.19%
\$10,000 to \$25,000 (Income = \$17,500)	7.96%		6.39%
\$25,000 to \$40,000 (Income = \$34,500)	4.04%		2.98%
<u>Income Level</u>	2030		
	City with City Utilities		County Urban Service Area
\$0 to \$10,000 (Income = \$10,000)	18.79%		16.10%
\$10,000 to \$25,000 (Income = \$17,500)	10.83%		9.20%
\$25,000 to \$40,000 (Income = \$34,500)	5.50%		4.29%

Note: Calculated from highlighted values shown on Attachments D, E and F.

City of Springfield Only

Projected Environmental Obligations for the Citizens of Springfield Missouri Households

	FY 13	FY 15	FY 20	FY 25	FY 30
Solid Waste Management (a)	\$17,471,583	\$19,134,405	\$23,110,525	\$30,145,913	\$39,323,037
Clean Water Services (b)	\$22,171,369	\$24,275,904	\$34,041,613	\$51,315,822	\$77,355,722
Stormwater Water Quality (c) (j)	\$637,000	\$3,759,438	\$11,128,258	\$12,900,701	\$14,955,449
Air Quality (d) (j)	\$109,200	\$508,690	\$589,711	\$683,637	\$792,522
Environmental Public Outreach (e) (j)	\$136,500	\$350,000	\$405,746	\$470,371	\$545,289
Stormwater Conveyance (f) (j)	\$17,062,500	\$18,101,606	\$20,984,723	\$24,327,045	\$28,201,713
Total Projected Cost of Programs	\$57,588,152	\$66,130,042	\$90,260,576	\$119,843,488	\$161,173,732
Projected Number Households (g)	70,167	71,153	73,678	76,293	79,001
Total Projected Cost per Household	\$820.73	\$929.41	\$1,225.06	\$1,570.83	\$2,040.14

Income Scenario: \$10,000 (h)

Solid Waste Management	2.4900%	2.5980%	2.7799%	3.2125%	3.7124%
Clean Water Services	3.1598%	3.2961%	4.0948%	5.4684%	7.3030%
Stormwater Quality	0.0908%	0.5140%	1.3386%	1.3748%	1.4119%
Air Quality	0.0156%	0.0691%	0.0709%	0.0729%	0.0748%
Environmental Outreach	0.0195%	0.0475%	0.0488%	0.0501%	0.0515%
Stormwater Conveyance	2.4317%	2.4578%	2.5242%	2.5924%	2.6625%
Total % of Household Income (i)	8.2074%	8.9825%	10.8572%	12.7711%	15.2161%

Income Scenario: \$17,500 (h)

Solid Waste Management	1.4229%	1.4846%	1.5885%	1.8357%	2.1214%
Clean Water Services	1.8056%	1.8835%	2.3399%	3.1248%	4.1731%
Stormwater Quality	0.0519%	0.2917%	0.7649%	0.7856%	0.8068%
Air Quality	0.0089%	0.0395%	0.0405%	0.0416%	0.0428%
Environmental Outreach	0.0111%	0.0272%	0.0279%	0.0286%	0.0294%
Stormwater Conveyance	1.3895%	1.4044%	1.4424%	1.4814%	1.5214%
Total % of Household Income (i)	4.6899%	5.1308%	6.2341%	7.2978%	8.6949%

Income Scenario: \$34,500 (h)

Solid Waste Management	0.7217%	0.7530%	0.8058%	0.9312%	1.0761%
Clean Water Services	0.9159%	0.9554%	1.1869%	1.5851%	2.1168%
Stormwater Quality	0.0263%	0.1480%	0.3880%	0.3985%	0.4092%
Air Quality	0.0045%	0.0200%	0.0206%	0.0211%	0.0217%
Environmental Outreach	0.0056%	0.0138%	0.0141%	0.0145%	0.0149%
Stormwater Conveyance	0.7048%	0.7124%	0.7316%	0.7514%	0.7717%
Total % of Household Income (i)	2.3789%	2.6026%	3.1470%	3.7018%	4.4104%

Notes:

- (a) Solid Waste Management cost based upon median residential trash bill. Inflation factor used: 3%
- (b) Clean Water Services cost estimates based upon Early Action Plan and Overflow Control Plan.
- (c) Stormwater Water Quality cost estimates based upon estimated cost of permits and TMDLs.

- (d) Air Quality cost estimates based upon assumption of non-attainment in 2014.
- (e) Environmental Public Outreach cost estimate based upon estimated cost to implement
- (f) Stormwater Conveyance cost estimates based upon two components -- Flooding abatement and infrastructure
 - Stormwater system lifecycle replacement cost based upon \$500M of system infrastructure to be replaced over 100 years
 - Flooding costs based on \$650M of unfunded flooding needs to be completed over 50 years
- (g) Number of households is based on 2012 Census inflated by 0.7% annually.
- (h) Household Income was inflated by 1.74%, the percentage increase from 1990 to 2010 per
- (i) Highlighted values are used to calculate summary values in Attachment C.
- (j) Estimated 86% residential and 14% commercial.

Projected Environmental Compliance Cost for Greene County Households in the Urban Services Area

	FY 13	FY 15	FY 20	FY 25	FY 30
County Stormwater Quality*	\$300,000	\$1,487,500	\$3,845,763	\$4,458,293	\$5,168,383
County Stormwater Conveyance*	\$0	\$903,220	\$919,661	\$936,686	\$954,315
Clean Water Services	\$8,501,458	\$9,308,427	\$13,053,021	\$19,676,696	\$29,661,516
Solid Waste Management	\$6,699,357	\$7,336,955	\$8,861,571	\$11,539,241	\$15,078,146
Air Quality	\$31,709	\$149,135	\$177,052	\$210,140	\$249,343
Total Projected Cost of Programs	\$15,532,524	\$19,185,237	\$26,857,067	\$36,841,056	\$51,111,704
Estimated Number of Households (Urb. Serv. Area only)	26905	27283	28251	29254	30292
Total Projected Cost per Household (urb. Serv. Area)	\$575.64	\$661.91	\$897.67	\$1,204.47	\$1,630.18
Income \$0.00 to \$10,000	\$10,000	\$10,351	\$11,283	\$12,300	\$13,408
County Stormwater Quality*	0.132%	0.483%	1.062%	1.090%	1.120%
County Stormwater Conveyance*	0.000%	0.272%	0.245%	0.221%	0.200%
Clean Water Services	3.160%	3.296%	4.095%	5.468%	7.303%
Solid Waste Management	2.490%	2.598%	2.780%	3.212%	3.712%
Air Quality	0.012%	0.053%	0.056%	0.058%	0.061%
Total % of Household Income	5.756%	6.395%	7.956%	9.793%	12.158%
Income \$10,000 to \$25,000	\$17,500	\$18,114	\$19,746	\$21,525	\$23,464
County Stormwater Quality*	0.075%	0.276%	0.607%	0.623%	0.640%
County Stormwater Conveyance*	0.000%	0.155%	0.140%	0.126%	0.114%
Clean Water Services	1.806%	1.883%	2.340%	3.125%	4.173%
Solid Waste Management	1.423%	1.485%	1.589%	1.836%	2.121%
Air Quality	0.007%	0.030%	0.032%	0.033%	0.035%
Total % of Household Income	3.289%	3.654%	4.546%	5.596%	6.948%
Income \$25,000 to \$50,000	\$37,500	\$38,816	\$42,313	\$46,125	\$50,279
County Stormwater Quality*	0.035%	0.129%	0.283%	0.291%	0.299%
County Stormwater Conveyance*	0.000%	0.072%	0.065%	0.059%	0.053%
Clean Water Services	0.843%	0.879%	1.092%	1.458%	1.947%
Solid Waste Management	0.664%	0.693%	0.741%	0.857%	0.990%
Air Quality	0.003%	0.014%	0.015%	0.016%	0.016%
Total % of Household Income	1.535%	1.705%	2.122%	2.611%	3.242%
Median Income	\$41,059	\$42,500	\$46,329	\$50,502	\$55,051
County Stormwater Quality*	0.032%	0.118%	0.259%	0.266%	0.273%
County Stormwater Conveyance*	0.000%	0.066%	0.060%	0.054%	0.049%
Clean Water Services	0.770%	0.803%	0.997%	1.332%	1.779%
Solid Waste Management	0.606%	0.633%	0.677%	0.782%	0.904%
Air Quality	0.003%	0.013%	0.014%	0.014%	0.015%
Total % of Household Income	1.402%	1.557%	1.938%	2.385%	2.961%

Income growth assumed to be 1.74% (same rate as 1990 to 2010)

County Stormwater Program growth assumed to be 3%

Population growth assumed to be 0.7%

Assume 85% of Greene County's unincorporated population is in the urban services area

*Stormwater program costs are divided by all residents in unincorporated Greene County to get a per household cost

Estimated Environmental Compliance/Pollution Control Initiatives -- Springfield City Utilities (Appendix F)

Description	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030
Net Rev Requirements	19,530,672	21,582,023	23,959,282	30,602,205	30,852,964	34,598,736	36,135,679	53,289,924	55,954,420	58,752,141	61,689,748	64,774,235	68,012,947	71,413,595	74,984,274	76,641,209	77,031,571	77,549,571

Household Impacts - City																		
Total Cost per Household	127.14	140.50	155.97	199.22	200.85	225.24	235.37	346.92	364.26	382.48	401.60	421.68	442.76	464.90	488.15	498.93	501.48	502.89
Median Income	34,500	35,100	35,711	36,132	36,965	37,608	38,267	38,928	39,605	40,294	40,996	41,709	42,435	43,173	43,924	44,688	45,466	46,257
% of Median Inc of \$34,500	0.37%	0.40%	0.44%	0.55%	0.54%	0.60%	0.62%	0.68%	0.71%	0.75%	0.78%	0.81%	0.84%	0.87%	0.90%	0.93%	0.96%	0.99%
\$0 - \$10,000	10,000	10,174	10,351	10,531	10,714	10,901	11,090	11,283	11,480	11,680	11,883	12,090	12,300	12,514	12,732	12,953	13,179	13,408
\$10,000 - \$25,000	17,500	17,805	18,114	18,429	18,750	19,076	19,408	19,746	20,090	20,439	20,795	21,157	21,525	21,899	22,280	22,668	23,062	23,464
\$25,000 - \$40,000	34,500	35,100	35,711	36,332	36,965	37,608	38,267	38,928	39,605	40,294	40,996	41,709	42,435	43,173	43,924	44,688	45,466	46,257
\$40,000 - \$200,000	120,000	122,088	124,212	126,374	128,573	130,810	133,086	135,401	137,757	140,154	142,593	145,074	147,599	150,167	152,780	155,438	158,143	160,894
Percent of \$0 - \$10,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$10,000 - \$25,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$25,000 - \$40,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$40,000 - \$200,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%

Household Impacts - County																		
Total Cost per Household	133.50	147.52	163.77	209.18	210.90	236.50	247.14	364.26	382.48	401.60	421.68	442.76	464.90	488.15	512.56	523.88	526.55	528.03
Median Income	41,059	41,773	42,500	43,240	43,992	44,758	45,536	46,329	47,135	47,955	48,789	49,638	50,502	51,381	52,275	53,184	54,110	55,051
% of Median Inc of \$34,500	0.35%	0.39%	0.39%	0.48%	0.48%	0.53%	0.54%	0.79%	0.81%	0.84%	0.86%	0.89%	0.92%	0.95%	0.96%	0.97%	0.97%	0.98%
\$0 - \$10,000	10,000	10,174	10,351	10,531	10,714	10,901	11,090	11,283	11,480	11,680	11,883	12,090	12,300	12,514	12,732	12,953	13,179	13,408
\$10,000 - \$25,000	17,500	17,805	18,114	18,429	18,750	19,076	19,408	19,746	20,090	20,439	20,795	21,157	21,525	21,899	22,280	22,668	23,062	23,464
\$25,000 - \$50,000	37,500	38,153	38,816	39,492	40,179	40,878	41,589	42,313	43,049	43,798	44,560	45,336	46,125	46,927	47,744	48,574	49,420	50,279
\$50,000 - \$100,000	75,000	76,305	77,633	78,984	80,358	81,756	83,179	84,626	86,098	87,597	89,121	90,671	92,249	93,854	95,487	97,149	98,839	100,559
> \$100,000	120,000	122,088	124,212	126,374	128,573	130,810	133,086	135,401	137,757	140,154	142,593	145,074	147,599	150,167	152,780	155,438	158,143	160,894
Percent of \$0 - \$10,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$10,000 - \$25,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$25,000 - \$50,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%
Percent of \$50,000 - \$100,000	0.11%	0.12%	0.13%	0.16%	0.16%	0.17%	0.18%	0.26%	0.26%	0.27%	0.28%	0.29%	0.30%	0.31%	0.32%	0.32%	0.32%	0.33%

Study of Feasibility of Combining Development Review & Permitting Services for the City of Springfield and Greene County, Missouri

Report of Ad Hoc Committee

May 3, 2010

Part I: General Information

Charge to Committee

- \$ To determine the practicality of combining City and County development review services and what internal organizational modifications might be needed within either or both organizations regarding this topic to increase service and/or efficiencies.
- \$ To provide a brief, written analysis of the group's process and recommendations.

Committee Members

Chris Coulter, Director, Greene County Resource Management Department
Ralph Rognstad, Director, City of Springfield Department of Planning & Development
Tim Rosenbury, Butler Rosenbury & Partners, Chairman, Springfield Area Chamber of Commerce
Chris Straw, Acting Director, City of Springfield Building Development Services
Tim Smith, County Administrator, Chairman

Committee Process

The Committee met weekly from February 8 through March 22, 2010, with the final report reviewed by the Committee on April 19 and April 26, 2010. The goal was to complete the initial review and report to the City Manager and County Commission by the first week of April. Meeting agendas and summaries are included in the appendix.

Services Considered for Combination

The Committee considered a list of City and County services related to development review. After review, it was decided to limit the study to the area of ***building plan review and inspection***. The following table shows the services considered and the reasons why the committee elected not to include them in its scope of work.

Services Considered		
Service	Include in current Scope	Reason why or why not.
Building plan review& inspection	Yes	Building codes are the same with minor exceptions
Subdivision plat review	No	Subdivision regulations and review processes are similar. This function would be the next logical area to consider combining.
Building & zoning enforcement	No	Differences in process due to City being a charter government and County a non-charter government
Zoning case review	No	Zoning ordinances have significant differences
Plan review for public improvements	No	Standards are similar
Housing programs	No	County has no formal program
Economic development	No	City and County collaborate through Chamber

Other Joint City & County Operations

The City and County already have several joint departments listed in the table below:

Department	How Organized/Managed
Library	Funded by dedicated property tax, independent nine-member Board of Trustees, five members appointed by the Mayor, four members appointed by the County Commission.
Health Department	Administers public health programs in City and County, staff under City personnel system, funding included in both City and County budgets.
Parks Department	Under direction of nine-member Park Board with five members appointed by City Council and four members by County Commission, staff under City personnel system, 49 % funded by county-wide parks sales tax, 16% from City property tax and General Revenue, and the remainder from fees and grants tax.
Watershed Committee of the Ozarks	Jointly funded by the City, County and City Utilities, managed by as six-member Board with one appointee each from the three funding partners and three citizen members.
Emergency Management	Funded from City and County general revenue. Staff under direct management by County by agreement.

Part II: Comparison of City and County Building Permit & Inspection Services

1. Ordinances and Regulations

City of Springfield

The City requires certification of electrical, plumbing, gas and mechanical contractors for all residential and commercial construction. The Building Development Services Department is the enforcement arm of the City for the building codes, the zoning ordinance, floodplain management ordinance and dangerous building ordinance. Plan review in the City is coordinated by the Building Development Services Department and involves among the Planning & Development, Public Works, Legal, Building Development Service, Fire and Health Departments. A table showing comparison of adopted City and County building codes is shown below.

Greene County

Greene County is a first class non-charter county under Missouri Statutes. The County Commission has established a five-member Building Commission to review and adjudicate appeals of the building code. Building, planning and zoning and floodplain management services are all included in the Resource Management Department under the supervision of the department director. The Resource Management Department operates under the elected office of the County Commission and reports to the County Administrator.

Summary of Adopted Building Codes		
Code	City	County
2006 International Building Code (IBC)	Yes	Yes
2006 International Residential Building Code (IRC)	Yes	Yes
2006 International Plumbing Code (IPC)	Yes	Yes
2006 International Mechanical Code (IMC)	Yes	Yes
2006 International Fuel Gas Code (IFGC)	Yes	Yes
2005 National Electrical Code (NEC)	Yes	Yes
2006 International Fire Code (IFC)	Yes*	No

* Adopted through Springfield Fire Department

Primary Differences

- \$ City ordinance requires licensed plumbing, electrical and mechanical contractors, the County does not.
- \$ City inspections are made by trade specialty, with electrical, mechanical, plumbing and building inspectors performing only those specialty inspections. The County does not have specialized inspectors.
- \$ The City does not require residential house plans. The County requires a floor plan. The County also requires a site plan for homes with septic systems.
- \$ In addition to enforcing the building ordinances, City Building Development Services serves as the enforcement arm for the zoning and floodplain ordinances and provides review and inspection for on-site stormwater facilities and detention basins, as well as erosion and sediment control for sites less than one acre in size.
- \$ Legal procedures for enforcement differ in the City and County due to their differing governing structures under State law.

2. Development Review & Permitting Procedures

City of Springfield

Floor plans are not required for single family and duplex structures. However, a site plan must be submitted and reviewed.

The City has a Cooperative Permitting Process for commercial projects. Plan review is tracked with a central database. Plan review progress is posted on-line so that it can be monitored by developers and consultants. New building projects are initiated with a mandatory pre-application conference where the applicant and/or their consultant(s) review the proposed project with representatives of BDS, Planning, Public Works (stormwater, traffic, sanitary services), Health and Fire Departments and City Utilities as needed. (Note: Effective April 1, 2010, the pre-application conference will be voluntary.) Final development plans for Planned Developments (PDs) are reviewed and approved by the Administrative Review Committee consisting of the directors of the Public Works, Planning and Building Development Services departments. Plan reviews are coordinated by the Plan Reviewer in BDS. Since the BDS department enforces the zoning ordinance, review of zoning requirements are performed by BDS in consultation with the Planning Department.

Re-development projects follow a similar but separate procedure in the City and are coordinated by an engineer assigned to these projects.

Greene County

A formal plan review is not required for single family and duplex projects. Building Regulations, Planning & Zoning and Environmental staff coordinate subdivision and zoning requirements

reflected on the final plat.

Commercial project review is coordinated in a manner similar to the process in the City. A pre-application conference is optional. The developer and/or their consultant may attend a weekly Administrative Review Team (ART) meeting for this purpose. The ARC consists of representatives of the County Building Regulations, Planning & Zoning, Environmental (Stormwater, Wastewater systems) and Highway Departments, along with the Health Department and MODOT. There is no separate procedure for re-development projects.

Primary Differences

- \$ In the City, zoning requirements are interpreted by BDS, since they have enforcement authority. County Building Regulations does not have a separate zoning review section, since zoning regulation and enforcement functions are all included in one department (Resource Management).
- \$ Re-development projects are much more common in the City, requiring fire code review and coordination of brownfield, tax credits and other special requirements.
- \$ The City law department is more frequently involved in interpreting development requirements in the City.
- \$ The Fire Department plays an active role in development review in the City. There are separate rural fire districts in the County, which are independent political subdivisions under State law.

3. Staffing, Salaries & Benefits

City of Springfield

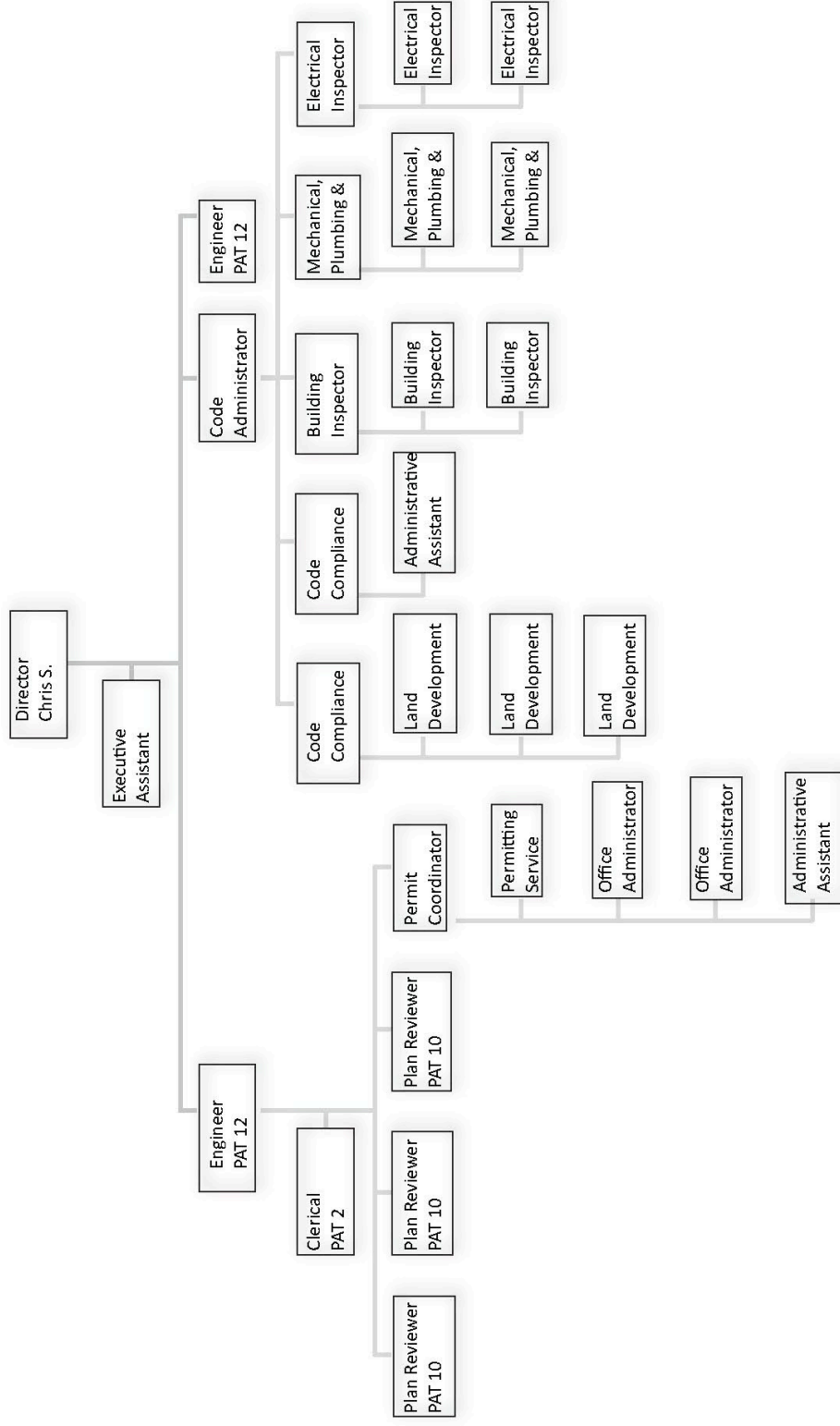
The Building Development Services Department organizational chart is shown below along with a table showing positions and salary ranges. The City BDS department has twenty-nine (29) full time positions, four (4) of which are currently vacant. The City has a formal compensation and payment plan and a comprehensive benefit plan. City employees are “at will” employees; however, terminations must be reviewed and approved by a five-member Personnel Board comprised of community citizens. A comparison of benefits for City and County are summarized in a table and follows organizational charts and salaries table.

Greene County

County Building Regulations has nine (9) full time and two (2) shared positions. The Administrator of the Resource Management Department also serves as the Building Regulations Director. There are currently three (3) vacant positions in the County Building Regulations department. The County has a formal compensation and payment plan and a comprehensive benefit plan. County employees are “at will” employees. A progressive discipline process is followed. Comparisons are below.

Building Development Services **Department Organization** *Springfield, Missouri*

April 2010

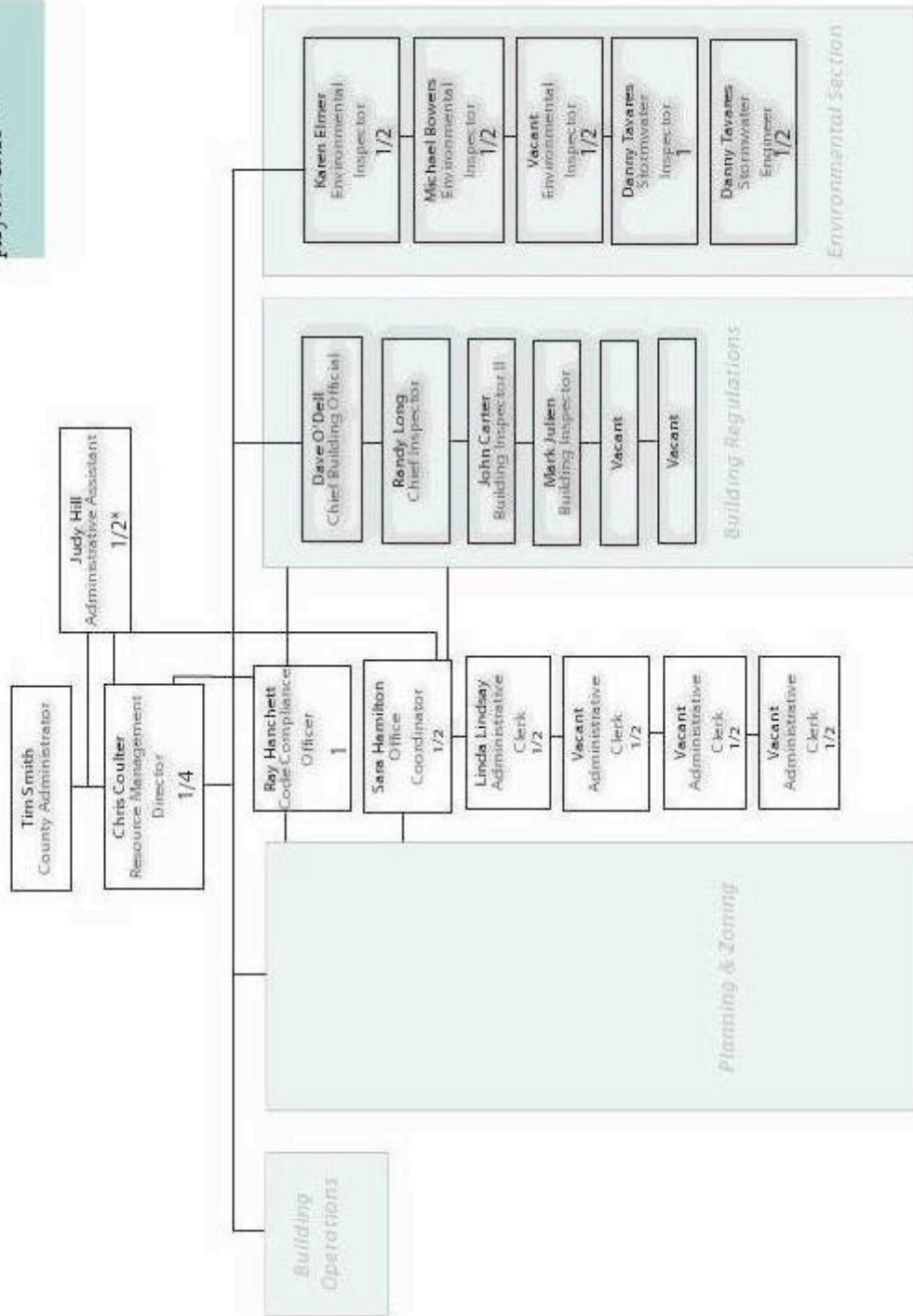


City of Springfield BDS Department Salaries		
Position	Salary Grade	Salary Range
Clerical	PAT 2	\$15,059-21,528
Administrative Assistant	PAT 4	\$19,988-28,371
Office Administrator	PAT 5	\$22,401-31,699
Permitting Service Rep.	PAT 6	\$26,790-36,670
Land Development Investigator	PAT 7	\$32,360-43,993
Building Inspector (Electrical, Mechanical, Plumbing, Gas)	PAT 9	\$37,710-51,313
Plan Reviewer	PAT 10	\$41,308-62,836
Permit Coordinator	PAT 10	\$41,308-62,836
Code Compliance Investigator	PAT 10	\$41,308-62,836
Engineer	PAT 12	\$49,857-67,600
Code Administrator	PAT 12	\$49,857-67,600
Director	DH 14	\$68,307-87,963

Greene County Building Department Salaries		
Position	Salary Grade	Salary Range
Administrative Clerk	5	\$20,550-27,123
Office Coordinator	9	\$27,955-36,941
Administrative Assistant	10	\$30,202-39,894
Building Inspector II	12	\$35,214-46,509
Chief Inspector	13	\$41,059-54,226
Chief Building Official	15	\$44,346-58,573
Director*	22	\$76,024-100,381
*Also serves as Department Director for Planning and Zoning, Environmental Section, and Building Operations		

Resource Management Department Organization of Building Services Greene County, Missouri

April 2010
Total Building Regulations
Full-time equivalent em-
ployees: 13.25**



COMPARISON OF BENEFITS

Benefit	City	County
Medical Insurance	Self insured Provided for employee Family coverage \$394/mo	Humana Provided for employee Family coverage \$688/mo.
Life Insurance	Voluntary contribution	\$15,000 term provided for employee
Dental and other health benefits	Voluntary – cafeteria plan	Voluntary – cafeteria plan
Deferred Compensation 457(b) Plan	Maximum annual contribution: \$16,500 City matches employee contribution	Maximum annual contribution 3% of annual salary, matched by County through the County Employees' Retirement Fund (CERF)
Sick Pay	12 days earned per year. Accrued maximum: 180 days	12 days earned per year Accrued maximum: 60 days
Sick leave redemption	Limited, certain rules apply	Not available
Paid Holidays	9 plus 3 floating holidays	13
Vacation	5 days after 6 months 10 days/yr., 1 - 7 years 15 days/yr., 8-15 years 20 days/yr., 16 or more years	12 days/yr., 1 - 7 years 15 days/yr., 8-14 years 20 days/yr., 15 or more years
Longevity Pay	Varies by years of service	Not available
Retirement	LAGERS (Missouri State system): 2% of average salary, last 3 years	LAGERS (Missouri State system): 1.5% of average salary for last 3 years County Employees Retirement Fund (CERF): mandatory contribution, 4% of salary.
Tuition Reimbursement	With approval from Human Resources Department	Not available

Primary Differences

\$ There is a significant difference in salaries between the City and County. The following table compares salaries of equivalent positions.

County Position	Salary Range	City Position	Salary Range	Difference at Mid-range County/City
Bldg. Inspection/Plan Review Manager, Grade 15	\$44,346 - \$58,573	Code Administrator, PAT 12*	\$49,858-\$67,600	-12.4%
Building Inspector I, II, III Grade 11, 12, 13	\$32,614-\$50,211	Building Inspector, PAT 9	\$37,710-\$51,313	- 7.0%
Administrative Clerk, Grade 5	\$20,550-\$27,123	Permitting Service Representative, PAT 6	\$26,790-\$36,670	-24.9%
Office Coordinator, Grade 9**	\$27,955-\$36,941	Permit Coordinator, PAT 10	\$41,309-\$55,973	-33.3%

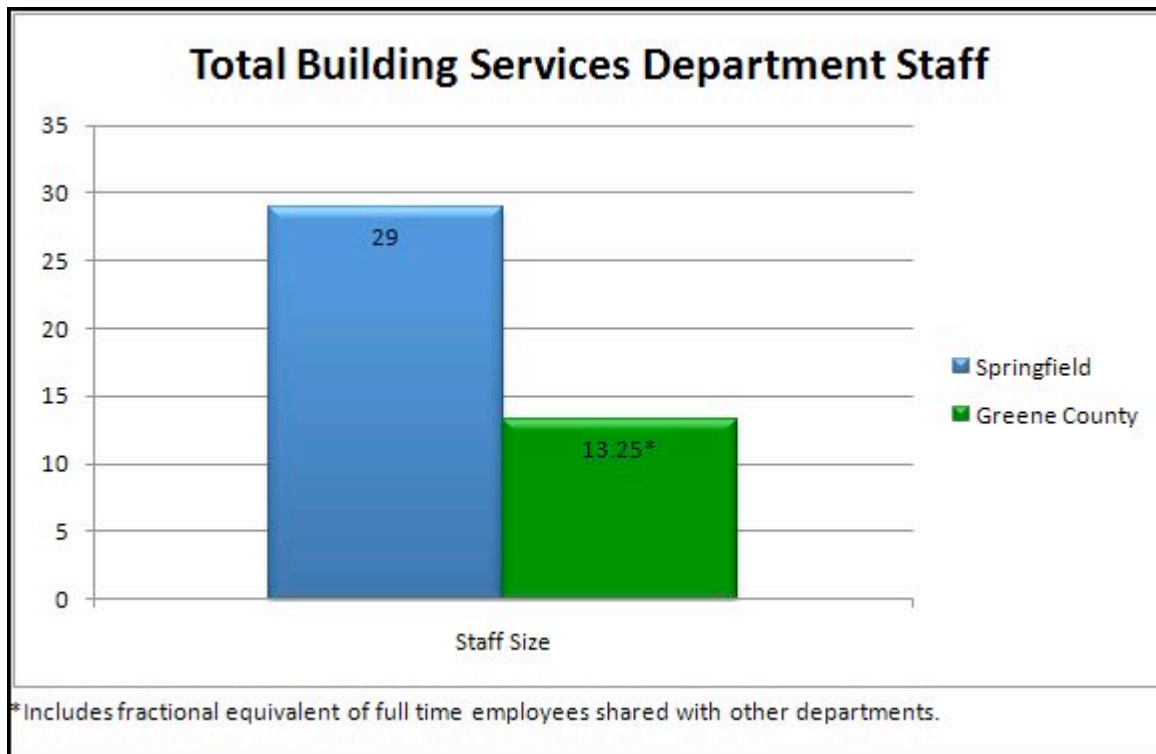
*Required to be a registered architect or engineer, not required for County position

**Also coordinates Planning & Zoning desk

\$ There is also a significant difference in number of staff. However, direct comparisons of the two building departments should not be made since the City BDS includes floodplain management and zoning enforcement, as well as stormwater and sediment & erosion control review and inspection for building sites. These functions are not performed by the County Building Regulations Department. The following chart shows relative staff size. County staff numbers are adjusted to account for floodplain, zoning and stormwater functions included in other sections of the Resource Management Department. A chart comparing staff sizes is shown below.

\$ The City uses specialized inspectors for plumbing, mechanical, electrical and general building construction. County inspectors are not specialized.

- \$ Planning & Zoning, Floodplain Management (in the Environmental Section) and Building Regulations are all included in the same department in the County (Resource Management), allowing personnel to be more easily shared. County Planning & Zoning and Building Regulations share the same service counter and administrative clerks.
- \$ The City has a more generous benefits package.



* County total is adjusted to account for building related inspections, plan review and floodplain management functions performed by staff in the Environmental and Planning & Zoning Sections. The County Building Regulations Section by itself has nine (9) full time plus two (2) shared employees.

4. Permitting and Inspection Activity & Value of Construction

City of Springfield

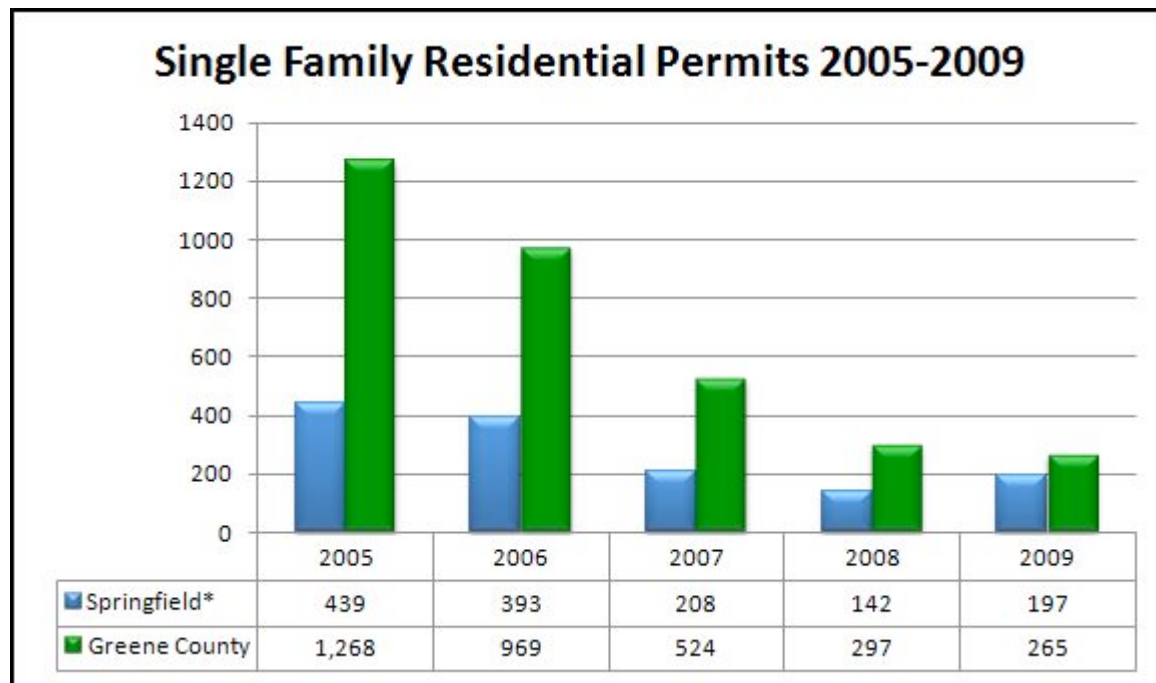
BDS has nine (9) inspectors devoted to building inspection: three (3) general building inspectors, three (3) mechanical, plumbing and gas inspectors and three (3) electrical inspectors. There is one (1) registered architect who serves as the Code Administrator and one (1) professional engineer is devoted to re-development projects. The plan review and permitting section consists

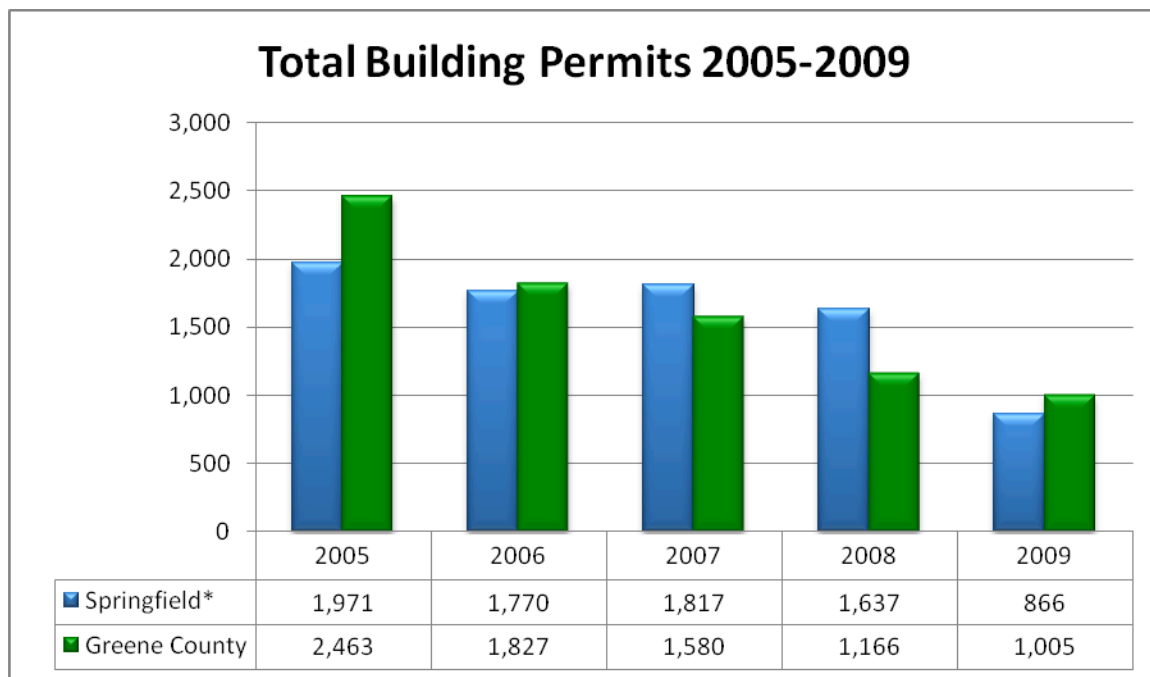
of ten (10) positions under the direction of a professional engineer. In addition, there is a section consisting of six (6) positions devoted to code compliance and land development enforcement.

Greene County

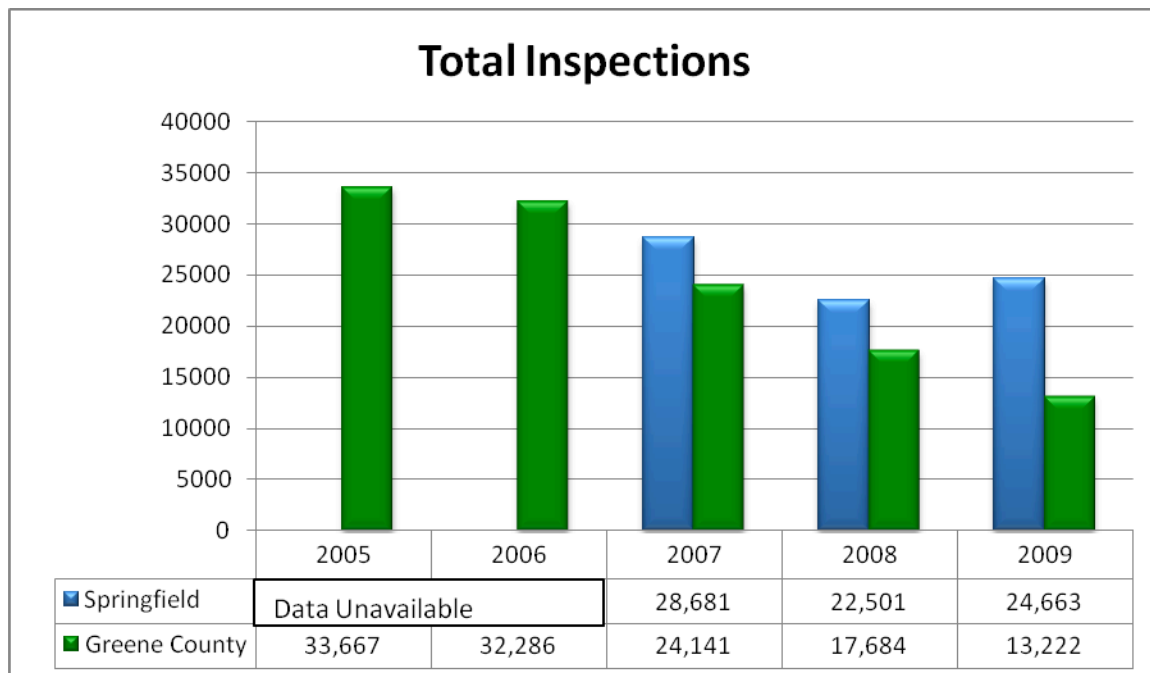
The county has five (5) inspectors devoted to building inspection, one (1) plan reviewer, and three (3) clerical positions. One (1) of the building inspectors is devoted to commercial projects. Sewer connections and septic systems are inspected by the Environmental Section, a separate section in the Resource Management Department.

The following charts compare the number of single family residential permits, total inspections, mileage logged and estimated total value of commercial, residential and total construction for the City and County for the years 2005 through 2009. This period was selected in order to give a more accurate picture of normal activity. Total building activity slowed drastically in 2008 and 2009, whereas 2005 and 2006 were record years for building. Due to a computer system failure, complete data for City BDS was not available for 2005 and 2006.

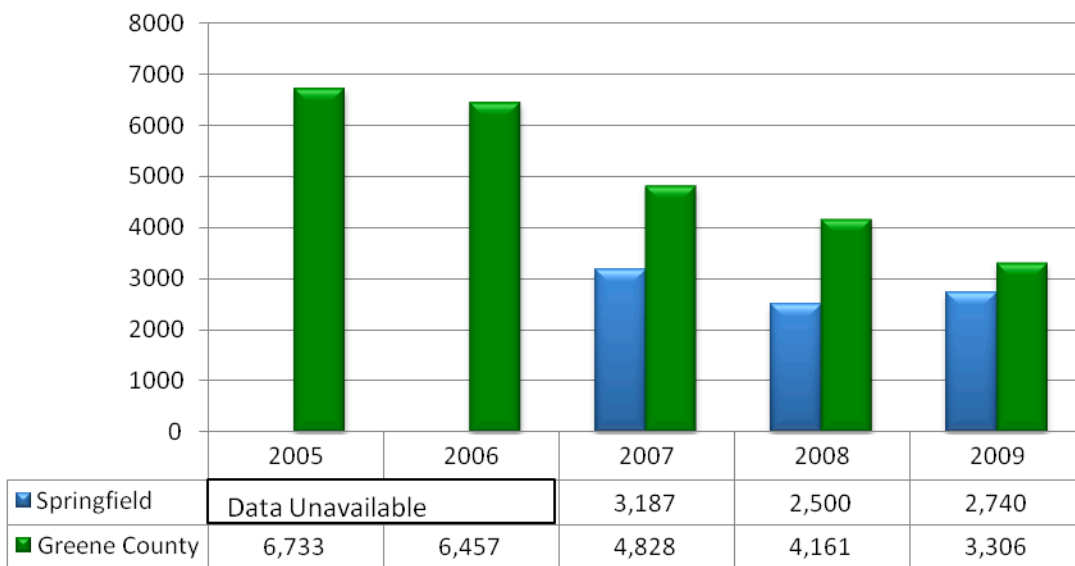




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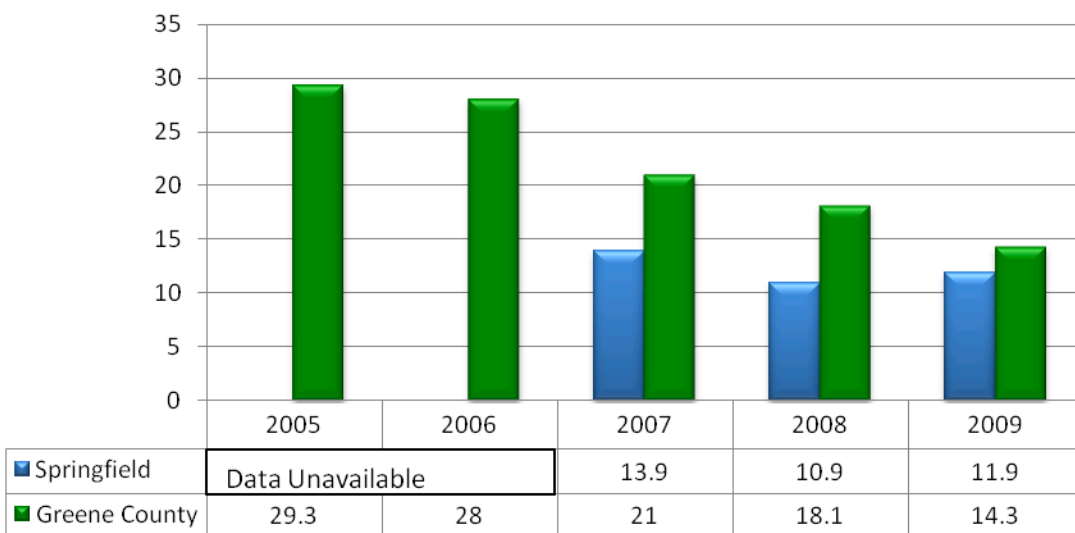


Average Inspections per Inspector per Year

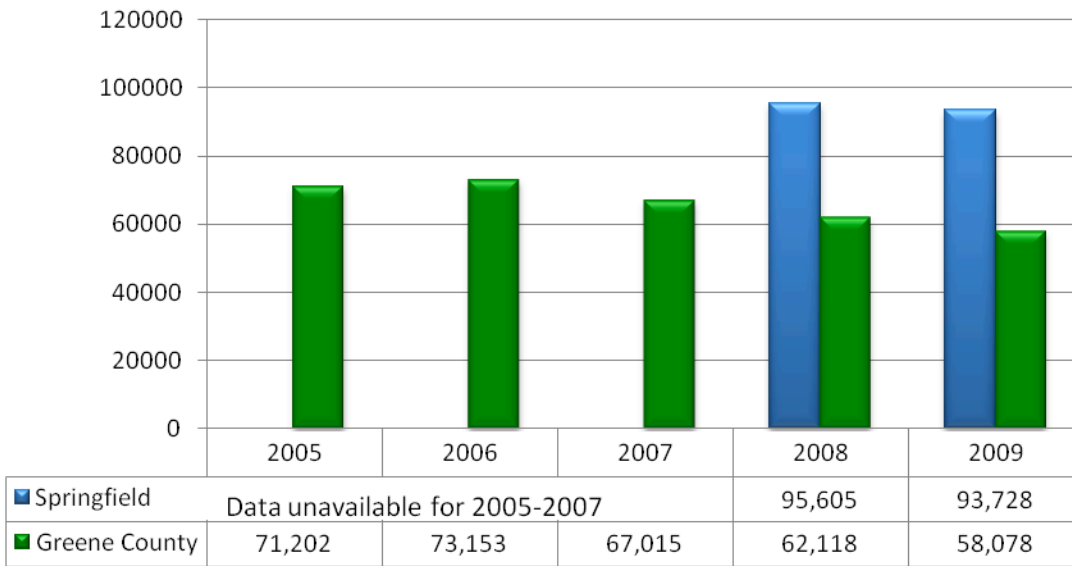


Average Inspections per Inspector per Day*

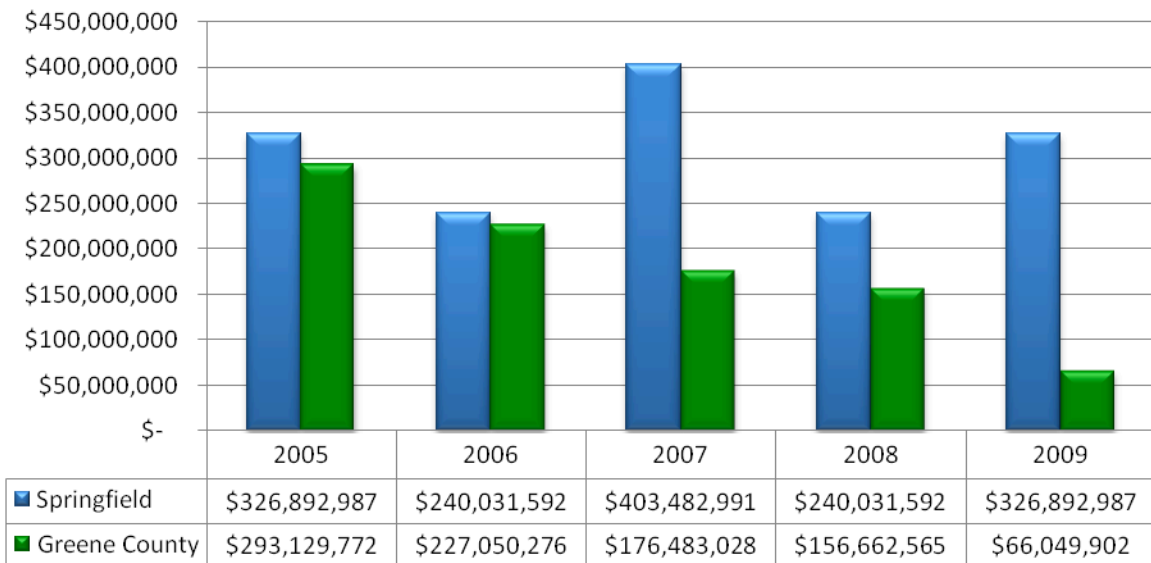
*based on 230 workdays per inspector per year



Total Miles Driven By Inspectors



Valuation of Construction



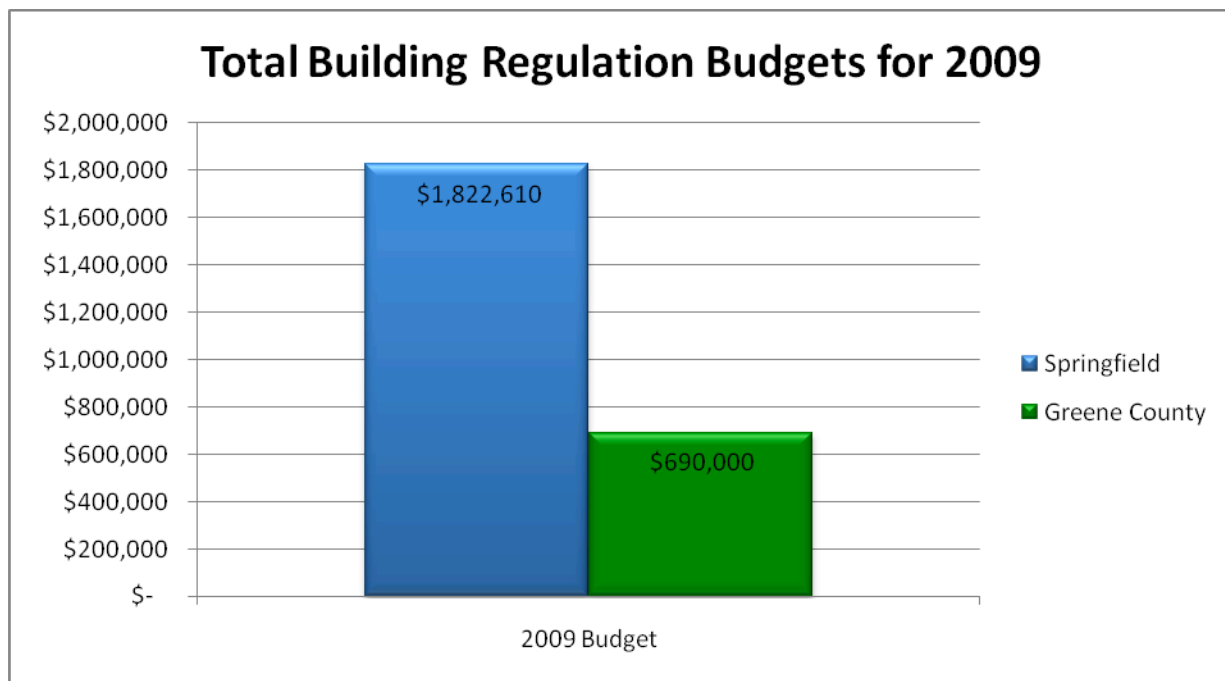
- City of Springfield total for 2007 increased significantly due to St. John's Hospital construction.
- City of Springfield total for 2009 increased significantly due to Cox Medical Center South expansion.

Primary Differences

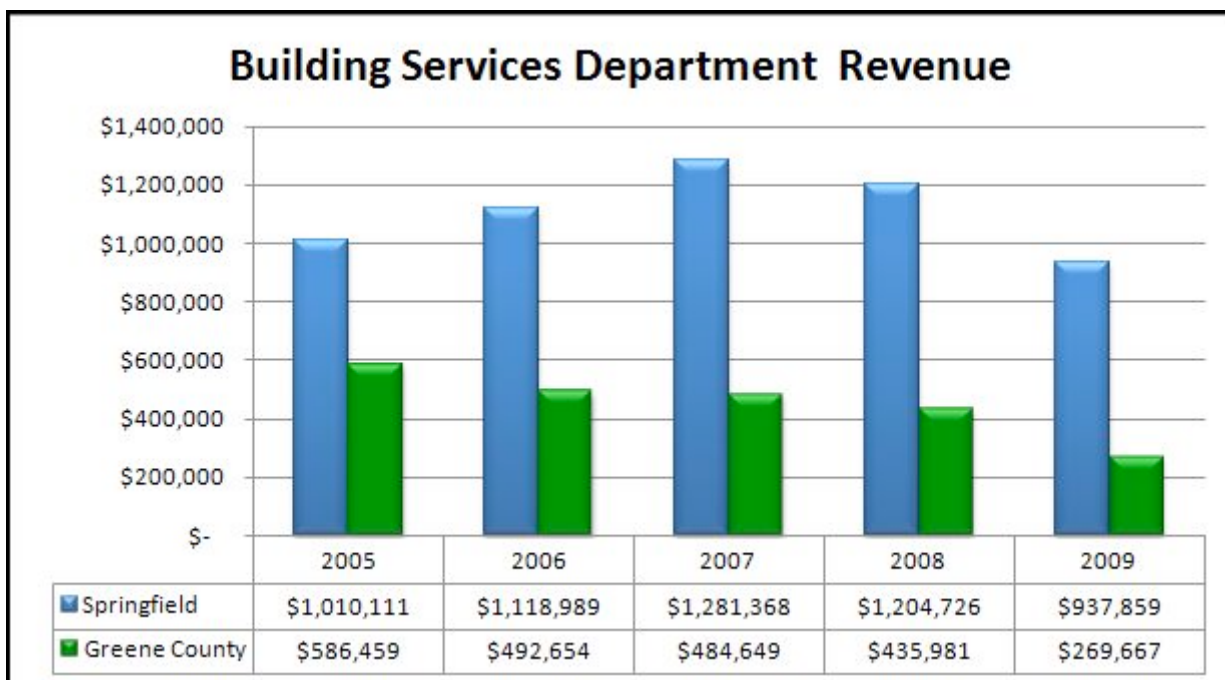
- \$ Most building activity in the City is commercial, while activity in the County is mostly single family residential.
- \$ County inspectors are generalized, while City inspectors are specialized. One inspector in the County can make electrical, mechanical/plumbing/gas and building inspections in one inspection stop; whereas in the City, three different inspectors are required to make these inspections.
- \$ The County has a higher number of inspections per inspector. However, due to the predominance of commercial projects in the City, inspections may be more detailed.
- \$ Mileage driven in the City is higher than that in the County, even though the service area covered is much smaller (82.4 sq. mi. City vs. 678 sq. mi. County). The City's annual vehicle mileage budget is \$64,500 versus \$25,000 budgeted by the County. This difference is most likely due to stops by the individual inspectors with different specialities.
- \$ The City does not provide vehicles. City inspectors use their private vehicles and are paid mileage (currently 50-cents per mile). The County provides County-owned vehicles and does not pay mileage.

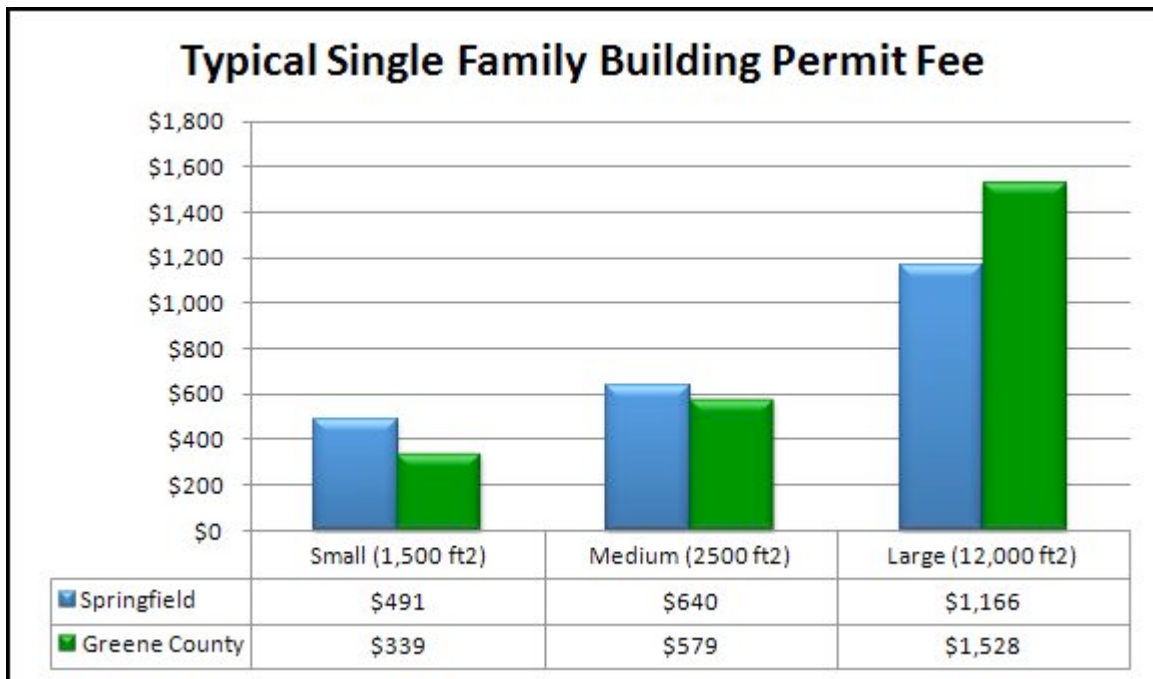
5. Budgets, Fees and Revenue

The following charts compare current department budgets for the City and County and revenue collected for the years 2005 through 2009. Though the budgets are not affected, it should be noted that the City and County use different fiscal years, with the City's running from July 1 through June 30 and the County on a calendar basis. The City's policy is to collect 100% of the cost of providing service. The County's policy is to collect 75% of the cost of service. (Note: Actual percentage collected depends on amount of building activity. Neither the City nor County automatically adjusts fees to maintain the target.) Direct comparison of fees for commercial construction is difficult; however, in general, the City's fees are higher than the County's. For residential construction, both City and County fees are progressive, increasing with house size. County fees, however, are lower for small houses and significantly higher for large houses.

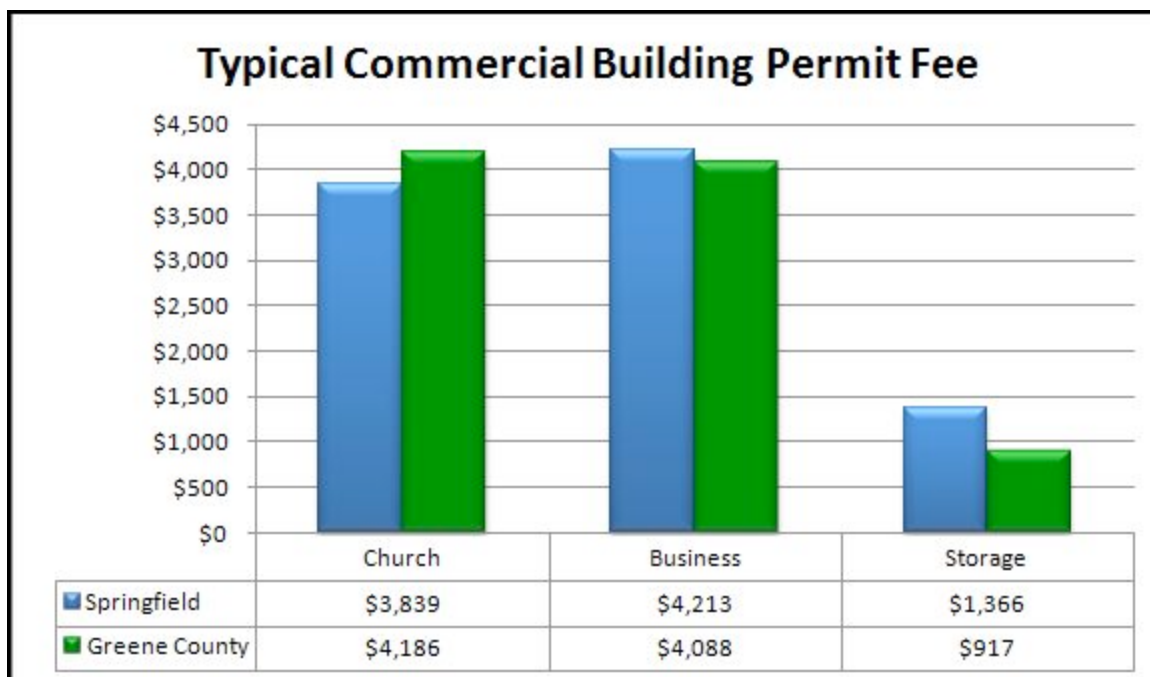


- County Budget includes shared positions in Environmental and Planning & Zoning Sections.
- The County Building Regulations Section budget, by itself, is \$395,300 for 2010.





* Fees vary based upon size of home and special inspections required. The above example illustrates typical fees for the range of sizes shown.



*Fees are calculated by formula. City and county formulas differ. The examples shown illustrate typical fees for the types of projects shown.

Part III: Summary

1. The Committee's charge was to determine the practicality of combining City and county development review services and what internal organizational modifications might be needed within either or both organizations regarding this topic to increase service and/or efficiencies.
2. This report is limited to the area of building plan review and inspection.
3. Organizational structures of the two departments are very different. The City's primary building and development service functions are located in separate departments: BDS, Public Works and Planning, whereas the County's building regulation and planning functions are located in one department. The County's structure allows for sharing personnel between various departments whereas the City's generally does not. As a result, certain review functions performed by BDS appear to duplicate those in the Public Works and Planning Departments
4. Enforcement of the zoning ordinance, building regulations and stormwater regulations is delegated solely to the BDS Department in the City. These functions are integrated throughout Building Regulations, Planning & Zoning and Environmental Sections of the County's Resource Management Department, again allowing for sharing of staff resources.
5. The City provides specialized inspectors for electrical, mechanical-plumbing-gas, and building work. This results in separation of inspection functions. For example, a single County inspector makes building, mechanical, plumbing and electrical inspections in one trip, whereas three separate trips by three different inspectors are required in the City. It should be noted that specialized inspection expertise is needed, particularly for complex commercial projects. However, this is generally not needed for residential inspection.
6. The City has a Crafts and Trades ordinance requiring certification of electrical, mechanical and plumbing contractors. The County does not. This is a potentially significant issue if the agencies are combined.
7. The fire code has a much greater impact on design and review requirements in the City. The Springfield Fire Department plays a much more active role in building and development review in the City, than rural fire districts do in the County.
8. The requirement for a residential floor plan has been a long standing political issue for the City, whereas these plans have been required in the County for some time.

9. Salary scales are different. Salaries for City building inspectors are about 7% higher on average than those in the County. Salaries for Permitting Service Representative / Administrative Clerk and Permit Coordinator / Office Coordinator run 25% and 33% higher, respectively, in the City.
10. There are differences in fees and enforcement procedures; however, these are not as challenging to address as the other issues.

Part IV: Conclusions

Based upon the information gathered, the committee recognizes there are three types of issues that need to be addressed to effectively combine the permitting services of the City and County. The issues are financial, regulatory and cultural.

It appears that long term savings can be realized by combining City and County building and development services. Even if the combined operation were to be placed on the City wage scale, the increase in cost can most likely be offset by reductions in total personnel. It should be noted that because development activity is currently very slow, the amount of staff needed at this particular time will not reflect the amount of staff needed historically, or likely to be needed in the future when the economy improves.

The committee's interview with Kevin Gipson, Director of the City-County Health Department, revealed that there are very few issues encountered with administration of differing City and County regulations or the differing enforcement procedures. The primary improvements which stood out in the evolution of the combined Health Department were first, the placement of all employees on the same wage scale and second, allowing staff to be assigned to City or County functions as needed. The ability to share personnel across department lines is key to a more efficient operation. If one jurisdiction is experiencing less development activity, staff can be shifted to activities in the other jurisdiction.

While the two jurisdictions are working under the same building code, there are significant differences in the two zoning ordinances. Any important difference in the City zoning ordinance is the Administrative Review Committee (ARC). The ARC has certain review, appeal and approval responsibilities assigned in the zoning ordinance. The intent of the ARC is to streamline the process by maximizing the ability to deal with development review and approval administratively. However, the ARC also diffuses authority and creates some uncertainty within the process because a decision by the ARC must be unanimous. One department director, of the three, essentially holds veto power over the other two. And, there is reluctance for directors to question issues that arise in another director's department. Each director is the expert and is ultimately responsible for the outcome in their respective department, so the other directors tend to defer. Each director tends to have different priorities ranging from: constructing public improvements to maximizing development opportunities to ensuring conformance to codes.

These priorities may overlap but are not always congruent. There is no structure like the ARC in the County. If a significant issue in the County requiring advanced interpretation emerges on a project being reviewed, the issue rises up the chain of command, ultimately to the Director of the Resource Management Department or the County Administrator, who has authority to make administrative decisions. It would be difficult for the City to function this way because of how the zoning ordinance currently assigns responsibilities, but another problem is how the City organization is structured. There is no one position with overall responsibility for the development review process except the City Manager. Due to the size of the City organization and the complexity of development issues, past and the present city managers have tended to not get involved in development issues until they became extraordinary issues.

Another cultural difference between the City and County is that City staff is inclined to make a much more literal interpretation of City regulations and ordinances. This is due in part to the size of the organization and the desire to ensure consistency in application of the requirements. It has also been the result of the management philosophies of department directors and key staff. . There is also significantly more reliance on the City Law Department to interpret regulations and requirements. The City has been working on this issue by bringing forward a number of zoning ordinance amendments to provide more administrative flexibility and to clarify language that is confusing. There have also been staffing changes to address philosophical issues.

The City has placed all enforcement functions within the Building Development Services Department. This has developed into a system where the BDS department is almost regarded as a quasi-independent entity, relying upon its independent interpretation of zoning ordinances as a part of building plan review. This creates conflicts and appears to duplicate certain functions of the Planning & Development Department. This is particularly true for Planned Development ordinances, which are written by Planning Department staff, then interpreted by BDS staff. BDS interpretation may not reflect the intent of the ordinance as written and approved by the Planning Commission and City Council. There does not appear to be an effective way for these differences in interpretation to be resolved at the department level. Hence, the Law Department is frequently consulted. The result of this practice is that resolution of fairly minor differences in interpretation can take considerable effort to resolve. This is a primary source of dissatisfaction with the development community. Again, the City has been working on this issue. The Planning and Development Department has been involving Building Development Service in the drafting of Planned Developments and Conditional Overlay Districts, which are being used more frequently in lieu of Planned Development to address specific development proposals. BDS consults more frequently with the Planning and Development Department on interpretation issues, and there is less involvement of the Law Department.

It is clear that while reorganization can occur within the City or through this City-County combination and the City's zoning ordinance can be amended to try to address the issues discussed in the preceding paragraphs, the issues can really only be successfully addressed by the City Manager explicitly stating the City's development philosophy and demand conformance by all departments. If this cultural issue is not addressed, combined permitting service will probably have many of the same issues the City organization currently experiences. The City Manager

has a unique opportunity because two of the director positions (Public Works and Building Development Services) are currently vacant. As part of the hiring process, the City Manager can make his philosophy known to prospective candidates.

Another issue that needs to be addressed is the expectations of the development community. There is the expectation of some sort of change to address these issues. Some may believe a structural change such as the combination of the City and County services is necessary, but as outlined above it is not sufficient.

The critical importance addressing the cultural issue must be clearly explained to the development community. It has been helpful to have a representative of the development community participate in the committee's discussions about this issue. It is hoped that the development community will appreciate the importance of this issue if it is explained by one of their peers. The bottom line is that any changes in organization must be clearly articulated, monitored and reported back after a period of time.

Finally, the committee is also concerned about the on-going morale of the City and County permitting and inspection staffs. Both staffs are aware of the committee's work. There are staff concerns about changes that may be coming, particularly the possibility of a combination of staffs that could result in layoffs. The process needs to move along quickly upon receipt of this report with a strategy developed to alleviate employees concerns. The danger of on-going uncertainty is that some of the best staff will leave for other jobs because they have the best ability to be hired elsewhere in this difficult economy.

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MEMORANDUM

May 20, 2011

TO: Members of the Citizen's Law Enforcement Merger Study Group

A copy of the report titled "Merger of Springfield Police Department and Greene County Sheriff Department, Turf-Purchasing-Training" dated 2010 was received by the City and County staff in January 2011. The City Manager, Police Chief, Sheriff, County Administrator, a representative of the County Commission and key city and county staff have carefully reviewed the report and provide the following comments.

First, allow us to express our appreciation for the considerable amount of volunteer time and effort expended in compiling information and preparing the report. We are impressed with the expertise and breadth of experience of the committee members. The commitment to the community shown in generously sharing your time and talent is indeed gratifying.

We understand and acknowledge that you are not advocating a full merger of the two departments at this time, but that the discussion and research of this possibility remain a long-term goal. We agree with your conclusion that, particularly in these difficult economic times, we owe it to our citizens to eliminate any unnecessary duplications of effort. We also agree with your statement that "turf issues should not be acceptable in making policy." We believe that this applies not only to law enforcement operations, but to all city and county functions.

We recognize and agree with your recommendation that the two departments seek and take advantage of every opportunity to reduce costs through cooperative purchasing and contracting and combined training. We will aggressively pursue these goals and will seek every practical opportunity to reduce cost and increase efficiency in this manner.

You observed that, while the Springfield Police Department (SPD) and Greene County Sheriff's Office (GCSO) have worked closely together in many areas, there have, none-the-less, remained significant barriers between the departments. We are very pleased to report that as a result of the close working relationship between Sheriff Arnott and Chief Williams, the philosophies of the two agencies have been brought into much closer alignment. The Police Department and Sheriff's Office have been, and will continue, working together on a number of initiatives that have a significant impact on efficiency and costs for providing law enforcement services to our citizens.

Examples of these include:

- **Dispatch:** We continue to utilize a county-wide dispatching system and the new 911/emergency management center under construction will enhance those efforts.

- ***Records Management System Consolidation:*** SPD has installed a new records management system (Niche) and has offered the option for the Greene County Sheriff's Office, as well as other area police departments, to "piggyback" on the system to increase information sharing and accessibility as well as create significant cost savings. GCSO and Republic PD are in the planning stages of taking advantage of this cooperative opportunity.
- ***Firing Range:*** A recently completed and approved Memorandum of Understanding between GCSO and the City of Springfield granted access to a portion of the current firing range for the Sheriff and his employees.
- ***DWI Enforcement:*** SPD, GCSO, and the Missouri State Highway Patrol (MSHP), are in regular contact and are now coordinating their efforts as they relate to checkpoints and saturation patrols focused on DWI offenses.
- ***Training:*** The upcoming construction of the Springfield Regional Police and Fire Training Center will increase and enhance the opportunities for coordinated and combined training between GCSO and SPD, as well as all other local law enforcement agencies. This facility has been designed from the ground up to be a regional asset.
- ***Intelligence:*** The SPD Crime Analysis Unit prepares a "Law Enforcement Sensitive" daily bulletin and currently distributes it to GCSO and over twenty other agencies in the interest of intelligence sharing and enhancing officer safety. Input from the partner agencies is encouraged and we are hopeful it will increase.
- ***Jail:*** Funded by a county-wide tax, the GCSO operates the jail for use by both SPD and GCSO. The agreement in place since its construction has allowed the City of Springfield to eliminate the operation of a City Jail, creating a more efficient operation and save taxpayers' money. We recognize that Springfield citizens pay county taxes, too.
- ***Property Crimes:*** Sheriff Arnott and Chief Williams spearheaded a public education campaign highlighting the increased occurrence of property crime throughout the area. In conjunction with this effort, SPD, GCSO and MSHP created a property crime task force focusing on auto theft, heavy equipment theft and cargo theft affecting the area.
- ***Crime Lab:*** The City of Springfield and the State of Missouri collaborated on the construction of a regional crime lab in Springfield. The new lab, operated by the MSHP, has been a great benefit to both the GCSO and SPD by saving time, money and personnel costs.
- ***SRT/SWAT:*** Each agency operates a specialty unit that provides some level of tactical response. We are planning to discuss and plan a move to a more regional focus.

We agree that as fuel costs continue to rise, we will need to seriously consider alternative fuels and vehicles. Staff at the City of Springfield Department of Public Works and the Greene County Highway Department is constantly researching the latest advances in technology and equipment and will continue to do so. As new vehicles are ordered, we will continue to utilize state contracts or local bid processes to ensure the most cost-effective use of taxpayer funds. Options for alternative fuels (i.e. E-85, CNG, hybrid, etc), and type, make and model of vehicles needed will be reviewed on an annual basis by all agencies.

The recommendations of your committee are consistent with those of the Safety & Justice Roundtable and the Public Safety chapter of the new Community Strategic Plan. It is our intention to continue to work toward achieving these goals. We recognize that the citizens of Springfield and Greene County expect and deserve high-quality and consistent public safety services regardless of whether they live within the city limits of Springfield or in the county. We will continue to do our utmost to provide the best services in the most cost-effective manner possible.

Again, thank you for both your interest in public safety and the time and effort you invested in your report.

Sincerely yours,

Greg Burris, City Manager

Jim Arnott, Sheriff

Paul Williams, Chief of Police

Tim Smith, County Administrator

cc: Mayor O'Neal
Members of the Springfield City Council
Greene County Commission
Tom Mountjoy, Presiding Judge, 31st Judicial Circuit
Robert Spence and Jean Twitty, Co-Chairs, Safety & Justice Roundtable

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***CITIZENS LAW ENFORCEMENT
MERGER STUDY GROUP***

***Merger of Springfield Police Department
And Greene County Sheriff department***

Turf - Purchasing -Training

2010

**Contact:
Donna R. Bergen**

417.868.8280

Introduction:

The Citizens Law Enforcement Merge Study Group was formed by citizens of Greene County following the Safety and Justice Roundtable's final report. The Roundtable committee was appointed by the city and county to study issues regarding law enforcement, the courts, juvenile justice and other areas of justice and safety in Springfield and Greene county.

The Roundtable chose not to study a merger of the Springfield Police Department with the Greene County Sheriff's Department. In their final report it was stated, "that both entities more fully examine opportunities for shared resources, and incremental consolidation." They also suggested that the study of merging city and county law enforcement, "in part or totally be the mission of the agencies themselves."

In an editorial piece in the Springfield-News Leader the suggestion was made that if there were individuals in the city and county who were interested in the Roundtable's recommendation on merging the city police and the county sheriff's department the paper would host an initial meeting place for that discussion. The response was sufficient and a meeting room was provided.

Following that meeting, some in attendance agreed they wanted to know more about mergers in general and mergers of law enforcement specifically. It was decided to schedule a follow up meeting at one of the libraries. At that meeting an agenda was set and it was agreed that all future meeting would be held at libraries in Springfield. All meetings were open to the public.

The majority of those who formed the Citizens Law Enforcement Merge Study Group have had long careers in criminal justice that include Federal Marshal Service, federal and state wardens and superintendents, a retired deputy director of corrections, chiefs of police and law enforcement personnel. A local attorney with an impressive interactive history with law enforcement and a local county resident, whose family has lived in this area since 1868, completed this study group.

As an ad-hoc committee we believe, for a variety of reasons, that more attention should be focused on a merger of the two largest law enforcing departments in Greene County. We recognize that both the city and county, the sheriff and chief of police have shared resources and programs when possible, but this practice has been limited and sporadic.

We disagree with the Roundtable's recommendation that the Springfield Police Department and the Greene County Sheriff's department should be expected to bear the burden of producing a report on merging parts or all of their departments and find it highly unlikely that either has the time or man power, or should be expected to use already tightly budgeted funds to accomplish such a task.

Our initial goal was the study of a full merger of these two departments, and this remains our long term goal. However, after further discussion it was decided instead to study training, purchasing of more efficient vehicles, vehicle maintenance and turf issues at this time.

Included in our research were interviews, internet searches and telephone contacts with law enforcement personnel both in and out of the state, published material on the subject, contact with a researcher on mergers, and casual conversations with current and retired law enforcement employees.

We hosted a group discussion on a merge of these departments that included: Springfield City Manager Greg Burris, Greene County Presiding Commissioner, David Coonrod; and County Administrator Tim Smith, Judge J. Dan Conklin, Dr. Ken Herfkens, attorney Jim Housley and Acting Police Chief Ron Hartman. On an individual basis we invited Sheriff Arnott, retired sheriffs Jack Meritt, John Pierpoint and Chief Rowe to meet with us. Sheriff Arnott accepted our invitation but the others declined. Chief of Police Paul Williams was visited following his appointment, in his office.

Retired Springfield Major Steve Ijames addressed our group as to what we might want to focus on in the areas chosen to study. Mr. Ijames who served on the Roundtable introduced the idea of a merger to that committee. Attorney Darrel Moore met with us and discussed the needs of law enforcement, the courts, and the problems of youth crime. On an individual basis we met with Mr. Collin Quigley, Assistant City manager and the County Commission. Since meetings were open to the public others, including law enforcement officers, attended some of our meetings.

We consider the following not a finite discovery process, but rather a new beginning in discovery of the benefits of implementing a merger of the city police and county sheriff departments. We offer the following in hope that it will encourage further study on a complete merger that will include a modern metropolitan law enforcement training academy.

TURF:

What is "turf-ism"? One definition is, "non-cooperation or conflict between organizations with seemingly common goals or interest." The perception of the degree of power surrendered or gained by one or the other organizations involved is the basic factor in triggering a turf issues. The city and county boundaries distinguish what belongs to the city and what belongs to the county. Boundaries are about power. They are created for various reasons, but always about what is ours and what is yours. Boundaries can promote strife or the pursuit for positive change.

As Springfield and unincorporated Greene County continue to grow, the need for more or expansions of human services, schools, road ways and law enforcement drain budgets. The current budgets for law enforcement are insufficient to keep up with this growing population and the increases of crime. Communities across the nation are being forced to make budget cuts as is Springfield and Greene County, hoping that the damage is not too severe. Law enforcement agencies are not being spared this regressive mandate. Pressure on these departments unfortunately foster the notion of "what is ours." Protecting scarce resources is unfortunate, but happens even at the expense of other program that are also necessary. When economic boundaries are drawn what is ours becomes more important than what is theirs.

Boundaries separate the city and county legally, but are becoming superficial as growth continues. Rigid boundaries are fodder for turf-ism. When it comes to managing government,

especially in difficult economic times, residents of both feel the pain as departments and programs are required to reduce their budgets, with the unrealistic expectation that services will not be significantly harmed.

Crime naturally follows population growth, putting more pressure on law enforcement personnel and budgets. Our police and sheriff's department strive to serve their jurisdictions to the best of their ability with the resources available to them. Needless to say, this is not even close to being optimal conditions for the management of crime. Communities similar to ours are choosing to be practical and innovative and are embracing new options, including mergers of their law enforcement departments to mitigate the losses in revenue.

The conversation regarding a merger of the Springfield Police Department with the Greene County Sheriff's department springs up now and then, but ultimately remains at the bottom of the list of justice concerns. The question is why? These departments are more similar than different. They both have budgets, facilities to maintain, training and purchasing departments. Citizens of the city and county have the same expectations of their respective departments. When it comes to criminal behavior, not jurisdictions, what can one do that the other can not do? Having two major law enforcement departments in Greene County is difficult to defend especially in times of economic stress.

Do we have a turf problem? You would think not, considering the previous successfully merged departments of the city and county, such as the library systems, health departments, 911, new crime lab and even a new Emergency Management Center that is in the process of construction. The older mergers have proven to be very successful and well worth the effort and money it took to produce a better and more efficient product. It is obvious the decision makers and the public realized that all of these mergers were for the greater good. It also would seem obvious that they found economic justification, as well as other benefits, to have supported these mergers. Some folks now wonder why they took so long and can't imagine going back to the "old way." So what is preventing the decision to study and possible merge the Springfield Police Department and the County Sheriff Department?

Governor Nixon recently merged the State Water Patrol with the State Highway Patrol and clearly stated he did so for economic reasons. Turf did not get in the way of the Governor's decision, but concern regarding the state budget and preventing potential lay offs of personnel obviously influenced this decision.

Included in the attachments is a letter to previous mayor Tom Carlson dated 1989, twenty one years ago, from a resident of Springfield, regarding a merger of the city's police with the county sheriff department, noting that such a merger would save tax payers dollars. He reminded the mayor a merger had, "halfheartedly been talked about for years" and "has been successful in other parts of our state and country." His concerns were based on economic condition as well as efficiency and fairness. Unfortunately this citizen's letter was shelved and almost forgotten. The objective of this citizens group is to encourage a comprehensive study on a merger of these departments and bring it to the attention of the public and encourage their participation.

Crime is a relentless topic of conversation and the increase in crime is a budget buster. Communities across the country are recognizing they have to do something different considering that new taxes and grants are difficult to come by. As criminal behaviors becomes more sophisticated so must law enforcement. Immediate benefits and long term savings, as a result of mergers, have prompted pro-active communities to choose this option as a major part of addressing their budget difficulties.

Philosophy is another subject that comes to the surface when mergers are considered. Chief Rowe was quoted in the Springfield News-Leader, that the philosophies of the two departments were "significantly different" and "would be a major reason not to merge." He did not however identify in what ways they were different. An extensive search of police and sheriff departments philosophies, including ours, and information gathered from departments we contacted, did not show any important differences, much less significant ones. All focused on protecting the community. The rhetoric may be longer or shorter, but the operative statement in all philosophies reviewed was to protect people and property. One could legitimately question the effectiveness of one law enforcement department working under a philosophy that was significantly different than other departments.

In all merges the issue of "political will" plays a major role in a successful merger or a failed attempt. If the political will is contaminated by turf issues, a civil discussion on mergers is very difficult. While turf issues can be a distraction to contend with, the reality of decreasing budgets, dealing with rapid population growth and increases in criminal behavior, along with significant changes in police strategies and improved technology, should carry enough weight to overcome merger disputes. Sometimes it does, but some times turf wins. It all depends on the willingness of government and the departments involved to put aside their special interest, for the good of the larger community.

Facing economic realities themselves, citizens have a better understanding of the importance of efficiency in government. With an opportunity to be more involved, citizens can better understand the issues, intelligently participate in the discussion and make informed decisions. More and more communities are supporting mergers of their law enforcement agencies and "political will" is turning in favor of this option.

It appeared that some individuals who attended our Saturday group meeting support delaying this conversation, "for now" and, "forever." They saw no reason to bring this subject back to the political table or to the attention of the public. This seemed to be based on having once tried and failed on other law enforcement issues. Failed attempts should encourage, not discourage, policy makers to look carefully at what could have been done better in presenting their case to the public and making changes that would gain public support. It does not seem reasonable to put any issue on a shelf and forget it, if that issue is based on improving a situation that is in stress and will only fester if left unattended. Could there have been a turf problem at that time? Continuing to ignore or push this proposal off for another 21 years may be tempting. We suggest doing so is short sighted, and delays the inevitable.

We learned a great deal from this meeting as we have from contacts with law enforcement officials and staff from various parts of the country as well as researchers and authors of law

enforcement/criminal justice literature. All of these people took time to share their knowledge and experience with us. Apparently these individuals believe in mergers and were willing to help us as much as possible. The good news conveyed was that turf issues, when expected and dealt with up-front in a non-combative manner, can be resolved and are soon forgotten. One higher ranking officer stated, "we just have a bigger family now." While sometime regrets were expressed by the public and even officers, more often were told the merge made things "better".

Cost is certainly a major issue. Which group has more to contribute causes concerns. However, when fully understood, no one loses by merging these departments. Crime is better controlled, efficiency increases, and training and benefits are equalized, both essential for a stable and committed force.

Studies clearly found, and failed merger attempts demonstrated with few exceptions, turf issues can be one of the most contentious issues in the discussion of mergers, in spite of solid evidence that mergers work. When fear dominates the discussion, citizens are concerned that they will lose what is incorrectly perceived only as theirs. When a crime is committed it likely will have an effect on other than just the area where it occurred. The importance of educating the public cannot be understated. It can be an uphill battle to gain support from the public if their local politicians and other community leaders are more interested in their turf than in educating the public. However, in a few cases citizens have put turf on a shelf and moved forward in spite of the lack of political support and putting community safety first.

Turf issues should not be acceptable in making policy. To bring the merger discussion back to the political table and to the attention of the public now is appropriate. It is inevitable that a metropolitan department of law enforcement will happen. Even if the "political will" is lacking to commission a study on merging our two largest law enforcement agencies in Greene County, that can and should change. Postponing only complicates the process, and delays short term benefits and long term savings. Economy of assets will demand that change.

When the city and the county take action on moving the study of a law enforcement merger forward, they will be sending a message to the public that even in weak economic times they are preparing to do what is in the best interest of this larger community. Just recently a Public Safety Center, costing the city and county \$16.7 million with an additional three million from our federal government to coordinate more than "70 federal, state, and local response agencies during a disaster" is breaking ground. The same level of support is worthy of this project. Crime is a *disaster* that happens every day and night in our communities.

Purchasing & Leasing:

Regardless of the economy, purchasing or leasing equipment or services are major budget expenditures. Whether the economy is good or bad law enforcement equipment and supplies must be provided. Considering the volume and variety of items purchased, for this study, we selected to focus on purchasing or leasing vehicles and their maintenance. Fuel cost is also considered.

As of April 2010 Greene County began using the Springfield's purchasing contracts for fuels.

According to the county purchasing department this was a wise decision, saving the county money. The agreement is not binding, allowing the county to purchase through either department's contracts, choosing the one that offers the best price.

If the city and county merged the police and sheriff departments and integrated their fleet with fuel efficient vehicles cost savings would be significant. The current fleet of high fuel consumption squad cars presently in use by both the city and county, Ford's Crown Victoria and the Dodge Charger, average between twelve and sixteen miles per gallon. If mileage per gallon were doubled, which is the case with alternative vehicles, the savings could be very impressive and could lead to approximately a quarter million dollars saved annually.

Government pressure to reduce fuel consumption and toxic emissions most likely will continue, while cost of fuels will continue to rise. Should the cost of fuels double, budgets will be even more challenged. Should, for whatever reason, the cost of fuels increase to the point of having to reduce purchases, the results could be fewer patrol vehicles on the streets. To prepare for such an event, now is the time to integrate alternative vehicles, fuels, and maintenance options.

The objections we hear from law enforcement regarding alternative vehicles and "greener" fuels, include the following:

- * four cylinder cars are too small and unsafe for officers
- * front wheel drive vehicles are too dangerous to operate and subject to rollovers
- * smaller cars are useless in pit maneuvers
- * the more fuel efficient vehicles do not have enough trunk space
- * alternative vehicles are not useful when transporting prisoners for work crews, and courts.
- * these vehicles can not perform in high-speed chases.

All of these concerns must be addressed. We suggest that most, if not all, can be managed through training and interior modifications, as is done for squad cars now. Some think that the culprit is "they don't look like police cars."

By assigning electric/hybrid vehicles to certain police activities such as crime scene investigation, speed checks, processing warrants, escorting, public affairs activities, staff travel, surveillance, inmate work crews, transporting detainees to court, and administrative use, alternative vehicles are more cost effective, practical and as safe as larger vehicles. At this time alternative vehicles are not considered capable of high speed pursuits, but that will change as new technology, such as electronically disabling devices are perfected and become available. Some departments responded to citizens concerns about high speed chases by changing their policies to require the pursuing vehicle stay within the speed limits, which all types of vehicles can do. In more and more communities, high speed pursuits are no longer allowed in densely populated areas. Radio and computer communications and basic enabling devices are found to be better choices for apprehension in these areas. Still the option of engaging in high speed chases is going to continue, requiring safer vehicles for the officers.

Regarding transporting prisoners to court or to work sites, policies do not support engaging these vehicles for pursuit. Our research was limited but we found only one department policy that

stated, "any vehicle with lights and communication equipment can be used for any purpose", with no mention of passengers. Hybrid and electric vehicles have been used and found acceptable for transporting work crews and detainees to court. Any vehicle can be fitted with protective screens between the driver and the passenger. Automatic locking systems are standard equipment on most vehicles.

The owners of Carbon Motors, a company in Atlanta, Georgia, is building the first vehicle designed solely for law enforcement. The company expects this vehicle to be available in 2012 and be cost competitive considering it's efficiency and built in safety measures. This vehicle appears to answers all the concerns previously expressed regarding alternative vehicles. According to the company, " the E7 is a 300 horse-powered bio-diesel fueled chaser, that will be faster and 'greener' than the standard Crown Victoria Police Interceptor." This vehicle is said to more than double the miles per gallon of current police vehicles.

Among the other stated advantages this company reported, "this vehicle will reach 60 mph in 6.5 seconds and has a maximum speed of one hundred and fifty five mph" and, "The E7 will come with integrated push bumpers which will give the vehicle the capability to perform PIT maneuvers, integrated emergency lights, spotlights, take down lights, and directional stick to ensure recognition at night. It will also be equipped with audio/video surveillance equipment as well as automobile license plate recognition system. Safety of officers is considered to be their major goal, stating, everything inside the vehicle is integrated into the cockpit just like a fighter aircraft or helicopter, so nothing is flying around in a crash situation and rear impact protection at 75 miles per hour. While this vehicle has not yet performed on the job, so to speak, it has gotten a great deal of attention and spiked interest in more efficient and better built law enforcement vehicles.

In 2009, after testing hybrid vehicles, the New York City police department added 40 more hybrids. In 2010 the city will have ordered two hundred Ford Fusion and Escape hybrid vehicles. Their fleet will also include the Altima, Nissan, and the Prius. The Nissan is expected to average 35 mpg, which is more than twice that of the Impala that averages 16 mpg and the Crown Victoria that averages around 12 mpg. Compared to the Altima, which can reach a speed of 60 miles per hour in 7.6 seconds, its fuel economy and made in America status, unlike the Crown Victoria made in Canada, the Altima and other hybrid vehicles are very attractive to law enforcement and for other governmental uses, such as sanitation, parks, schools districts, and general transportation. According to New York City administrators, switching to alternative vehicles including vans and buses, will save the city millions of dollars annually.

As our police and sheriff vehicles need to be replaced, alternative vehicles and fuels should be added to their fleet. Purchasing vehicles of all types through one contract should be cost effective as is the current arrangement to purchase fuels. Contracts for new vehicles should not prohibit purchasing or leasing alternative vehicles. Leasing is attractive as maintenance and repair or replacement are built into the contracts. Leasing also allows for newer vehicles on a regular basis that could better meet the needs of law enforcement.

Integrating alternative vehicles and fuels will have an immediate effect on fuel cost savings now and will continue to do so in the future This movement has been gaining attention in other

departments due to its significant cost saving without jeopardizing the safety of the officer or the public.

Training:

Mergers of law enforcement agencies or programs such as officer training, are not unlike mergers of businesses. The goal is to have proactive leadership and greater productivity at less cost. However, there is one major difference. Profit is the goal of business. The goal of law enforcement is to protect people and their property, as well as business communities. Safe communities encourage businesses and manufacturers as well as local entrepreneurs to invest in our communities and create jobs that sustain budgets. Law enforcement is the backbone for making our communities safer and training is the foundation that it stands on.

Unlike the good old days when new officers were "shown the ropes" by senior officers, that practice has become unacceptable for a variety of very good reasons. Constant changes in curriculums and technology, increase in crimes, more sophisticated criminals, terrorist threats, cyber-crimes and constantly increase in law suits, make heavy demands on law enforcement. Training prepares officers for these changes.

There is no question that training is taken very seriously and fully supported by Sheriff Arnott and Chief Williams, their training directors and their staff. Both training directors diligently work to get the most out of their budgets and are excellent at improvising when funds are scarce. This is not a sustainable solution for providing the most advanced training available.

Support and cooperation between our two training directors is solid. Departments share information and to his credit, Chief Williams has designated a portion of their firing range for the Sheriff's department to use. He has also opened classes to other departments when space is available on a first ask basis for a fee if there are costs associated for the course, which is reasonable and fair.

According to Assistant City Manager, Collin Quigley, the city supported the concept of a regional training academy, but said the county did not have funds available for that to happen. He added that the city planners designed this facility for expansion. When asked if the city was planning for this facility to become a regional training academy, he did not confirm that to be the case, only saying that might be an option. He also mentioned that it could be available to the city for certain activities, for a fee, when not used by the police or fire departments.

Law enforcement is considered one of the most stressful occupations by those who work in it and those that study this profession. Studies have identified many stressors in police work and found that some can be more quickly addressed than others. When researchers asked law enforcement officers to share one cause of stress, officers across the country reported that requesting or responding to calls for assistance was highly stressful for them. Their major concern came from not knowing officers from other jurisdictions, their policies, practices and how well they were trained. By training together, officers from different departments have an opportunity to get better acquainted over a cup of coffee and to discuss issues during break time, and to partner with each other during training exercises. This has resulted in having more

confidence in the other officers, enhanced trust levels and camaraderie, a historically important factor in police work. Officers describe not knowing other officers as, "an unnecessary stressor, in an already stressful situation." They simply want to have some connection to the other officer(s) before having to deal with a serious situation that has the potential of resulting in violence. This is simple, reasonable, wise and doable. We owe this and nothing less to the men and women that protect us. This can be accomplished with a merger of training departments.

In, Deadly Force Encounter by Arlewohl & Christenson, published by Paladin Press, they describe police work using a quote made popular during the Vietnam War "War is a long stretch of boredom punctuated by moments of sheer terror," and they go on to say, "Days, weeks and even months can go by without even a hint of danger or high risk in any generated or dispatched call. However, we all know that the tables could turn at any given moment. The next radioed dispatch or street contact could present itself with a high-stress situation...but, it is these moments we must train to better prepare ourselves for our job and the threats that await us." They also addressed survival stress this way: "The effects of survival stress on the body is inevitable and can never be completely eliminated. However, with proper training and preparation, the effects can be minimized."

Reducing cost is a major factor in mergers, and often one of the costs saving measures taken is reducing administrative positions. We do not recommend this in the case of merging the training departments. Rather, we recommend co-directors position with a new job description, with specific responsibilities for each training directors.

We base this on the simple fact that we have two very qualified and highly motivated directors and that neither has sufficient time to do their best work. As an example, both mentioned that they regret not having enough time to work directly with a cadet that is having difficulty in one subject but does very well in the others. They are aware that people learn differently and at different rates. They also recognize the cost to their department and the emotional distress when a cadet like this drops out. Both stated that it has become more difficult and takes more time to recruit good cadets and believe that every means should be taken to graduate all possible cadets. Neither director opposed merging their department if it would be an asset to training.

All law enforcement officers must complete State mandated Police Officers Standard Training (POST). Both departments have "enhanced" courses in addition to the basic requirements of POST. Those courses must be included in budgets, or paid for by the offices themselves, which some may not be able to afford, lowering morale and perpetuating training inequity. All law enforcement officers have a right to expect the same quality of training as any other State certified officer. Not receiving equal training creates morale problems and often reduces effectiveness and loyalty. It is counterintuitive to spend large amounts of money to better train some officers than others and expect the same level of performance. If enhanced or expanded training is necessary for one department, it is necessary for all departments. We do not question the need for, or importance of enhanced training, we support it. But we do not support it being available only to those departments that can afford it, simply because their funding base is better. This is discrimination that is too risky to continue

While there is the notion that certain courses are "unique" to one department, that does not prove to be true. We question the differences in what one department does or could do that the other departments don't or can't do. Some crimes do occur more frequently, at this time, in the city than in the county. However, Sheriff Arnott has seen a steady change in this in the last few years, and predicts that with the continuing growth in Greene County this trend will continue to accelerate. Regardless of the crime and how frequently it occurs in one area or another, this should not be an issue where training is concerned. Wherever a crime is in progress or has been committed, the responding officer(s) should be equally prepared to respond and deal with the situation.

The idea that one department has "unique" needs that require unique training is false, and that notion should be viewed as a barrier to relationships between officers and departments. Criminal activity is borderless, and there is no class of crime that is unique to one area or the other. A criminal does not care where he/she commits the crime, only that they get what they want and are not caught.

Sheriff Hammond of Hamilton County, Tennessee, during a discussion on a possible merger of his department and Chattanooga Police Department stated, "There is not a dime's worth of difference between the sheriff's department and the Chattanooga Police Department in professionalism and training." This seems to speak to the issue of turf, egos and the quality of training of both departments.

Our interest in advocating for a merger of the training programs can be easily justified. We believe that it is essential to provide all law enforcement officers the same training, including "special" or "accelerated" training. A regional training academy has everything to do with equality of training and efficiency. Unfortunately the new city training facility will address only one segment of our law enforcement community, and possibly delay the building of a regional academy for a long time. Until we have a regional training academy, we will have officers receiving different levels of training yet expect them to have the same capabilities as the officers who's department can afford a more comprehensive training program.

What is wrong with this picture? Several things. Some officers will have fewer tools to draw on, will be less competitive when applying for promotion, and some officers will be taking greater risk than others. It fosters the notion that one department is better than the others, lowering morale of officers that receive only what their department can afford. A regional training academy can solve or significantly reduce these problems.

Summary:

The Citizens Law Enforcement Merger Study Group was created for the purpose of addressing the possibility of a merger of the Springfield Police Department and the Greene County Sheriff Department. This group formed following the release of the Safety and Justice Roundtable's final report. To date this issue has not been seriously considered. While we applaud the Roundtable's insight as to the positive aspects of merging these departments, we do not agree that the police and sheriff's departments should be expected to produce a study of their respective departments. We suggest a study group that include several members with law

enforcement experience, educators, mental health professionals, fiscal managers and legal advisors be commissioned. Both the Chief and the Sheriff should serve as advisors to this group. Our review of a mergers is far from inclusive. Without staff or a funding source, our research had limitations. However, we believe we have produced a document that provides sufficient information to support the county and city commissioning a study of a full merger of the police and sheriff's departments.

Data supports that an increase in population is followed by an increase in crime. Like other communities, this community is experiencing major budget challenges while crime is increasing. The ongoing budget crisis has forced other communities to consider options, including mergers of law enforcement agencies, that might not have been considered in better economic times. Those that have implemented department mergers are finding that they made a good decision.

According to credible studies, regionalism has become more attractive and fiscally necessary as political leaders search for ways to maintain or improve services while cutting cost. But cost alone is not a sufficient reason for mergers. Studies indicate law enforcement departments do operate better after a merger, that in the short term savings can be minimal while efficiency increases almost immediately. In the long term savings significantly increase.

Lack of political will, taxpayer's emotions, and local control issues are viewed as major challenges to mergers. We know that Springfield and Greene County can resolve any roadblock that might appear, as has been the case in previous mergers that included the library systems, health departments, and just recent creation of the Public Safety Center, that will merge more than 70 federal, state, county and city agencies.

Combining law enforcement departments result in more efficient operations, work force flexibility, more comprehensive training, less turnover and a reduction of rivalry. Loyalty to a previous department is usually thought to cause problems and even become a major road block. This has not been proven to be a serious problem and, for the most part, soon forgotten. Communities that strongly supported their own police department, when given all the facts, were found to be more interested in efficiency and "taking care of the problem", than the colors of uniforms. While there might be numerous reasons thrown about for non support of a merger, with a well designed and fully implemented education program, both the officers and the citizens realized the benefit of merging, and like those living in communities that have merged wondered, as we should, "why didn't we do it sooner."

Attempting to convince taxpayers to accept something that is ill planned will continue to be rejected. But changes that are meaningful and result in more accountability and efficient use of tax payers money is a rational decision and would be difficult to reject.

One sheriff, after experiencing a successful merge, described the process as, "it's like trying to change a tire while traveling down a road at sixty miles an hour", but quickly added "it's well worth it." Considering the success the city and county have enjoyed from previous mergers one could compare the merger of these two departments as costing down a scenic Ozark county road with a tire that needs a little air.

John Gardner in "Power in Organizations" states, "Power is the basic energy needed to initiate and sustain action" or to put it another way he added, "the capacity to move forward now." We have the "power" to move forward with this merge. Justification for not going forward now because "we tried and failed" is another unnecessary barrier. Working toward improvements that are cost effective and serve the public better, should be on our political table at this time. We recognize that economics are not the same as four and six years ago. But that is precisely why this is not the time to back away from this proposal. When was there a better time, and why wasn't this on the political table then?

Every governmental agency is being forced to cut back, including law enforcement, when steadily going forward by supporting efficiency and safety, is a good part of the solution. Creative management and persistency, along with the will to change when that change, merger, produces a better "product" make sense.

There is a truism hanging on office walls, in the den or kitchen at home, and often given as gifts that has a subtle suggestion that says, "the definition of insanity is doing the same thing over and over and expecting different results." We have made an issue of a merge of these two departments over and over, and as of now have gotten the same results: nothing

Now is the time a recommendation made twenty-one years ago is taken off the shelf, given a good dusting and presented again, along with this group's recommendations to the decision makers of this extended community. It takes time to thoroughly study large mergers, but not twenty-one years. We must start now to do our homework to be ready when funding is found.

We are not advocating, at this time, for a full merger of these departments, although we firmly believe that is the direction this community should be going now. We do understand the complexity of mergers. For instance, legal issues have been given as the primary road block. However, the city and county have been very successful in merging other city and county departments and agencies over the years and are still successfully doing so now. We are asking for a study on a full merge, but, in the meantime suggesting, that there is good reason to consolidate training and purchasing now. We see no logical reason for this not to begin as soon as possible in order to take advantage of efficiency and elimination of inequity of training. It seems evident that the city has provided cost saving services to the county by allowing the county to use their fuel contracts.

Starting with a partial merge will smooth the path to a full merger, with less up-front cost at one time. This investment will demonstrate how government is committed to work for better services and more efficient operations, especially in times of economic stress. It makes sense to save money during these time, especially when these savings will only increase in future years,

We understand that there is political opposition to commissioning a full merge study and even for a partial merge by some. But that will change. The seriousness of the current economic climate is a powerful force for finding a more efficient way to protect our law enforcement community that protects us.

Data clearly supports that now is the time to start the merge process. Prolonging will only further stress budgets. We suggest that we start with a study of merging our two major law enforcement departments. More and more communities are making decisions to merge governmental departments, including law enforcement, and are glad they have. Perhaps a truism that states something like this, "making changes when needed is the definition of *sanity*," should be hanging on our walls as a constant reminder of how necessary it is to be proactive and prevent disasters. Every crime is a disaster. Every crime planned is a disaster waiting to happen.

We recommend and encourage policy makers to commission a study on a merger of the Springfield Police Department with the Greene County Sheriff Department now. The longer this study is delayed, the opportunity for immediate savings are also delayed. Both the city and county find funding for projects that are desirable, but not absolutely necessary, at any given time and the payback on these projects are often difficult to calculate, and my take years, but in the case of merging these departments the payback is seen immediately for various components of the merge and the long term payback is much shorter than many estimate.

Now is the time to focus on finding funding for something that is absolutely necessary. This is a different time and a very different economy, that many predict will only get worse. Unless we move in a different direction soon, that does not rely on cutting employment, less law enforcement protection and reduction in other necessary public services, our only choice is increasing taxes, only to dig ourselves into a deeper hole.

There are no quick fixes for the fiscal situation we are dealing with at this time. This merger is a sound, reasonable and doable option, that will play a significant role in meeting current, and long term, fiscal challenges, and certainly will benefit the public in keeping this community a safer environment for families and businesses. Even if the economy blooms in the near future, this merger address many other situations than just the economy. But, there is nothing wrong with saving money, even in good economic times

A secondary goal of this group is to encourage other citizen's groups to take the responsibility to study governmental issues of interest to them, and provide their work to government and community leaders also. As citizens it is our responsibility to do what ever possible to work for and with our elected officials.

We thank all of those who gave of their time to talk with us and provided valuable information, as well as sharing of their points of view. We also thank the Springfield News-Leader for providing an opportunity for citizens of the city and county to hold a discussion on merging our major law enforcement agencies.

Respectively submitted, Donna R. Bergen, Coordinator,

Dee Wampler	James Semple
Rick Headlee	Bill Johnson
Mike Ramon	David Zimmerman
Dennis Thompson	Tom Snow
Tommy Snow	Bill Hedrick

STUDY PARTICIPANTS:

Dee Wampler receive a Bachelor of Science and Public Administration degree from the University of Missouri, and a Jurist Doctorate from the University of Missouri School of Law. He served Greene County as Prosecuting Attorney from 1962 through 1972 and currently has a practice.

Mr. Wampler has long served the community by participating in many boards and committees including , President of Greater Springfield Area Crime Stoppers, The Ozark Area Crime Prevention Council, Safety Council of the Ozarks, and received an Honorary Lifetime Membership from the Missouri Police Association for "distinguished service" His impressive history of lecturing and teaching is to numerous to list. He has written and published eleven books on criminal justice issues.

Rick Headle received a Bachelor of Science-Criminal Justice degree from Drury University, and has many hours of continuing education in criminal justice and law enforcement.

Lieutenant Hatley retired from the Springfield Police Department after twenty-five years of service. During his service he was assigned many duties including, preparing performance evaluations, was Sergeant of the Narcotics Unit- Special Investigator Section, proposed formulations of jail operation policy and was responsible for electronic surveillance equipment and training. He also was the departments representative to the Greene County Justice Center and held the position of acting Chief of the Springfield Police Department during their search for a permanent chief.

Michael R. Ramon is a graduate of the US Air Force Security Police Academy and the Federal Law Enforcement Training Center. He graduated from California State University-Sacramento with a Bachelor of Science degree, the University of Cincinnati with a Master of Criminal Justice and from Missouri State University with a Master of Social Work. He attended Harvard University- John F. Kennedy School of Government-Senior Executive Fellows Program and Georgetown University, "Seminar for Executive Operations." He is currently enrolled in the doctoral program at the University of Nebraska,- Criminal Justice

Mr. Ramon served in the U.S. Air force assigned to the security police and in the United States Marshals Service from 1979, serving in many area as the Deputy Director and Chief Operating Officer in the Central District of California, responsible to the United States Attorney General. After retiring in 2003 he engaged in his own consultation business as President and Chief Investigator of Judicial Security Consulting, in Springfield, Missouri.

Bill Johnson lives in Mountain Grove Missouri. He served his community as mayor and on the school board. His interest in law enforcement is from a county perspective. Mr Johnson's family have resided in Greene County since 1869. He is in the cattle business.

BILL Hendrick. has a Bachelor degree in sociology from Park University, Kansas City, Missouri, and a Master of Science- Guidance & Counseling from Missouri State University.

He has an impressive history of continuing education, including Senior Government Managers Training, Brookings Institute, Washington D. C. Mr. Hendrick retired from the Federal Bureau of Prisons after thirty-one years of service. He held many positions during his service including, warden of several prisons, and Deputy Regional Director. He was warden of the Medical Center in Springfield, Missouri and Director of the Greene County Justice Center. He was an accredited auditor for the American Correctional Association-Adult Institutions.

Tommy Snow graduated from The American University, Washington D.C. with a Bachelor of Science - Administration of Justice degree. His continuing education included graduating from the Metropolitan Police Academy in Washington D.C. National Institute of Corrections, University of Colorado, Boulder in "Jail Management and Administration." attended "Gang Recognition, Organized Crime and Drug Enforcement Task Force in St. Louis.

Mr. Snow began his law enforcement as a police officer in the Metropolitan Police Department, Washington D.C. and promoted to Plain Clothes Investigator in narcotics and retired in 1998. He held the position of Adjunct Professor-Criminal Justice at Evangel University, Springfield, Missouri. He currently is a private consultant.

James G. Semple received an Associates Degree in Sociology and History from Santa Barbara City College, California. He accumulated an impressive list of specialists training during his military and civil service employment with the Department of Defense.

Mr. Semple joined the Canadian Army Corps before moving to the United States and joining the U.S. Air Force, where he served in the Military Police, followed by employment with the U.S. Department of Defense-Navy, where he provided research on procuring and disposal of Navy vehicles heavy equipment as well as ordering and racking parts. He also served in the California National Guard as a recruiter.

David R. Zimmerman received an Associate of Arts degree from Central Bible College. He accumulated more than 3,000 hours of advanced law enforcement training that include speciality seminars.

Mr. Zimmerman's law enforcement career included patrol officer, training officer, Greene County Sheriff's Department as Captain -Division Commander, Regional Training Coordinator for five counties in the Withlachooca, Florida, Police Training Academy, Hernando County, Florida Sheriff's Department-Deputy-K9 Handler, Detective, Chief of Police. And contracted with served communities in Missouri as Chief of Police for the purpose of reorganizing and starting police departments. He was co-founder the Springfield/Greene County Criminal Justice Association and served on the Springfield Police Department Crime Prevention Task force. After 26 years in law enforcement he retired and started his own private investigation service.

Dennis R. Thompson graduated from Drury University in 1978 with an Associate of Arts and a Bachelor of Science Degree. He has an impressive continuing education portfolio. Mr. Thompson served one tour of duty in South Viet Nam in 1969 - 1970. After his military service, Mr. Thompson was a patrol officer in Waynesville, Missouri, and the police department

of the City of St. Robert, Missouri, He held the ranks of patrol officer, sergeant, lieutenant, assistant chief, and chief.

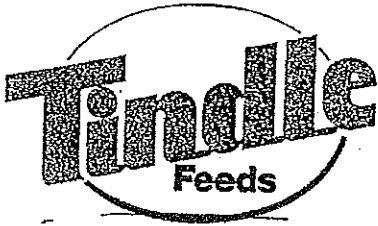
Following his work in St. Robert, he joined the Las Vegas Metropolitan Police Department in 1980. His assignments included Academy Training Officer, field Training Officer, SWAT Officer, Detective- Forgery, Gang Intelligence-Enforcement, Emergency Management, and Homeland Security Bureau. During the twenty-seven he was employed by this department he became familiar with the process of the merger, including formula, the fiscal affairs committee, civil service rules and the Nevada Revised Statutes that approved this merge. He retired at the rank of Lieutenant in 2008

Note: The Las Vegas Metropolitan Police Department is the result Of a merge of the City of Las Vegas Police Department with the Clark County Sheriff's Department in 1973. This merger is considered a model of fiscal responsibility and efficiency.

Donna R. Bergen graduated with a Bachelor of Arts-Social Work from Washburn University in Topeka, Kansas and Master of Social Work from The University of Kansas. Continuity education included achieving the highest licence for social work, LSCSW, selected as one of fifty correctional professionals to participate in a year program at the University of Pennsylvania Wharton School-Strategic Management in Corrections Program and post graduate credits from the University of South Carolina-Criminal Justice.

Mrs. Bergen served on the board of the American Correctional Association, the committee that developed the original standards for accreditation for adult institutions, "Design Guide For Secure Corrections Facilities" which was published, and an was auditor for adult institutions. She began her correctional career at the Reception and Diagnostic Center in Topeka, Kansas, a facility that received all convicted male felons for evaluation and recommendation to the courts for incarceration or probation, held the position of classification director, special group therapist, and work release coordinator. She was social work field advisor for both state universities.

Mrs. Bergen was superintendent/warden of both male and female adult prisons, and Deputy Secretary of Corrections in Kansas. Her responsibilities in that position included insuring that all 11 jails in Kansas met State standard, responsible for the Probation department, as well the design, funding and implementation of two pre-release facilities that significantly reduced prison population during a time of crowding that was close to drawing attention from the Federal Courts. That project was completed and activated in a six month period. She submitted to the Justice Department a grant for a comprehensive study of community correction in Kansas, which was awarded. She frequently spoke at correctional conferences and directed work shops. After retiring she continued auditing for the American Correction Association for 6 years as well as private consulting for adult facilities that included the County of San Jose, California in their planning for a new jail,(6 weeks), South Carolina Department of Corrections training staff and correctional offices for transition to a co-correction facility, and the Missouri Department of Corrections concerning a federal lawsuit.



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11 December 1989

Mayor Thomas Carlson
City Hall
P.O. Box 8368
Springfield, Missouri 65801

Dear Tom:

While listening to Don Busch's presentation at the Baron's Breakfast on Friday, December 1, some ideas occurred to me that I would like to share with you.

Tom, to some degree I feel I have earned the right to make constructive suggestions in that, as you know, I was the chairman of the fund-raising effort on the recent successful sales tax campaign. I also contributed to the last statewide fuel tax effort. We will be voting on an increase in our sewer taxes soon and I intend to support that campaign.

Statistics I have seen recently indicate that on a local, state, and federal basis, America is now spending a greater percentage of Gross National Product for government services than at any other time in our history. Honestly, I believe that those total government services are of greater quantity and quality than ever before. However, it requires constant diligence on the part of our representatives to keep from falling into the trap of looking at taxes as the first option in dealing with any challenge.

Frankly, I am concerned about the recommendation that our new police chief has made to council. I am sure he is an honorable man and probably needs the resources he asked for in order to do the comprehensive job he feels is needed and also the job that will get the results that he is expected to get. I see this as more of a political decision and one that council should come to grips with rather than our new chief of police.

What I am referring to is the opportunity to make far better use of the resources we are now providing city government. Specifically, I mean merging the police and fire departments and/or merging the Greene County Sheriff's Department and the Springfield Police Department. If my information is correct, we are spending approximately \$16 million for fire and police services. If we combined the two departments and called the employees Public Safety

Letter to Thomas Carlson
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Officers, it is probable that we can have our cake and eat it, too. Public safety officers assigned to a specific fire district and station could report to work at that station and then patrol only within the district served by that station. In the event of a fire alarm, the patrolling officers could be notified immediately through their car radio to meet the fire fighting equipment at the location of the alarm and should be able to arrive as soon as the equipment. Under this program there would be no need to have more than the required number of equipment drivers at any fire station at any time other than for training purposes.

Obviously, the fire fighters union would not be overly excited about this proposal, but if Ronald Reagan could handle the air traffic controllers, surely we can deal with the local fire fighters union. In any event, we need to be looking for win/win equations and possibly we can pay our public safety officers more when their productivity improves, with all of us, the taxpayer, city government, and city employees being the winners.

The combining of county and city law enforcement has been successful in other parts of our state and country. We have halfheartedly talked about it for years, but no catalyst has existed to bring the idea to fruition. Perhaps the prospect of having to raise an additional \$2.5 million per year in taxes can be the jolt we need to get serious.

Tom, honestly, unless and until these ideas are given appropriate consideration by council, I personally will be adamantly opposed to any new taxes to fund the proposal made this past week by Chief Knowles. I would be happy to visit with you further about this suggestion if you see fit.

Respectfully yours,



J. Neal Ethridge

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P.S. The idea of increasing the utility bill "hidden tax" is so flawed, I will not comment further on that proposal.

cc Chief Knowles

City-county consolidation would be long, difficult

Since December 2007, a group of community volunteers has been meeting regularly to study the criminal justice system in Springfield and Greene County. The Greene County Commission and the Springfield City Council has charged this group — named the Safety & Justice Roundtable — to independently analyze the inner workings of how our community addresses public safety, crime, law enforcement and the court system. The city and county face significant and increasing challenges in all these areas. We formed this group to gain an outsider's perspective on how to address these challenges. After concluding its study, the Roundtable will compile a report with its conclusions and recommendations. We are grateful to this group for its work and eager to review their report, which we expect within the next few months. Their findings will be made available to the public.

One idea the Roundtable has been exploring is the feasibility of combining services within Springfield Police Department and Greene County Sheriff's Office. Consolidating services within these and other city and county functions is a topic the Greene County Commission revisits often.

At first glance, it would seem logical that a significant cost savings may be realized by combining entities. Already, Emergency

Management, Public Health, Parks and Emergency 911 operate as joint city-county offices. These partnerships are very effective in cost and function.

Combining all county and city functions under a single metropolitan government, however, would be a long and complicated process, one much too broad to fully address in a single letter to the editor. I will, however, give a very brief outline of some of the major issues to consider.



Dave COONROD

Greene County's structure and functions, like those of all non-charter counties in Missouri, are defined by state statutes. Everything we do — from maintaining county roads to assessing property values to operating a jail — is mandated by the state. In contrast, the city of Springfield is self-governing, following specific functions defined by its City Charter, approved by city voters back in 1953. If the two entities were to combine, every detail of county and city government would have to be re-defined. We would also need to keep in mind the other municipalities in Greene County: Fair Grove, Ash Grove, Strafford, Republic, Walnut Grove, Willard, Battlefield and a portion of Rogersville — how would they fit into a municipal government?

Repealing the current City Charter and

combining the city and the county under a single government would require both a petition effort and countywide voter approval. This would be no small task. An effort in 1980 failed to gain voter approval. In 1990, a second petition drive fell short of required signatures.

Though Greene County maintains an excellent bond rating and very low debt ratio, members of the Safety & Justice Roundtable can attest that funding needs within our criminal justice system alone may exceed our resources. Criminal justice is but one of many complicated topics that would have to be addressed if all levels of city and county government combined.

Consolidation of various city and county services is clearly something the County Commission supports, when feasible, as illustrated by the city-county offices currently operating.

The County Commission is neither for nor against complete consolidation of city and county governments. That is for the voters of Springfield, Greene County and other municipalities to decide. We do, however, welcome further exploration of this topic, and we are available at any time to discuss this in detail with interested parties. Please contact the County Commission office at 868-4112 to schedule an appointment.

Dave Coonrod is presiding commissioner of Greene County.

GREENE COUNTY COMMISSION
DAILY BRIEFING
AMENDED (August 24, 2010)
MEETING MINUTES

Date: Friday, August 20, 2010

Present: Dave Coonrod, Harold Bengsch, Roseann Bentley, Tim Smith, Chris Coulter, Jenny Edwards,
Becky Jungmann, Jerry Moyer, Kathy McReynolds
Visitor: Donna Bergen

Courts Administrator – Jerry Moyer

Jerry handed out his monthly report, jail population report, and a report on Division 25. The Jail population average for July was 530. The report on Division 25 gave running totals of civil cases filed, cases pending, hearings, and cases disposed. 642 cases are scheduled next week. So far Division 25 has disposed of 12,000 civil cases. Commissioner Bengsch pointed out that processing civil cases thru Division 25 has freed up time for the circuit court judges to work on other cases that in turn keeps the jail population down.

9-1-1 – Becky Jungmann

Becky spoke about incorporating the Republic dispatchers to the Springfield Call Center. She visited the Republic Call Center to observe and note procedures. There are differences between Springfield and Republic operations.

Other Items

Corrected paragraph: Donna Bergen joined the meeting for a discussion about merging City and County Law Enforcement. She is a member of a volunteer group of interested citizens called Citizens Law Enforcement Merge Study Group. They are researching the possibility and ramifications of such a merger.

Commissioner Bengsch explained how the City of Springfield and Greene County merged the Health Department over a 20-year period. It started with functional mergers of similar programs. Eventually city ordinances merged with the state laws that govern the County. He went on to say that the city and county are now looking at where we match on law enforcement issues. The pay scales are very different. The Library, Parks, and Environmental Advisory Board have successfully merged.

Donna expressed interest in learning more particulars and clarification of the legalities. Commissioner Coonrod said that information was included in the presentation he and John Housley gave to her group earlier this year. Dave mentioned that the Financial Advisory Board met this morning and spoke about the different economy we now have to work with and that funding is difficult. A full merger of the police and sheriff would best be achieved with a charter form of county government that can only be brought about by the community and legislative attention.

Donna stated that their purpose is to keep this issue current, and they realize that this is long-term process.

Harold explained that the Safety & Justice Roundtable suggested the City and County consider ways to cut costs thru cooperation. The SJR studied the local law enforcement system expecting to find better use of surplus funds. However, they found no surplus funds, and the funds that are available are being used efficiently. Sheriff and police chief are talking about areas for joint operation.

Commissioner Bentley assured Ms. Bergen that GC is working for the taxpayer's best interest and that information her group gets together would help GC.

Donna hopes for more discussion. She assured the Commissioners that her group is an advocate for the County. Their primary concern is for the best law enforcement for county.

Commissioner Bengsch asked Ms. Bergen what this community could do to stop the growth of crime. She agreed with the Commissioners that it starts in early childhood.

Merge

Law Enforcement Ad Hoc Committee Meeting

Saturday, January 16, 2010

Midtown Carnegie Library

Donna Bergen called the meeting to order at 9:00 am.

Committee Members Present: Donna Bergen, Bill Johnson, Rick Headlee, Dave Iseman, Mike Ramon, Jim Semple, Dennis Thompson, Dee Wampler, and Bill Hedrick, Recorder.

County representatives present: David Coonrod, Presiding County Commissioner, John Housley, and the Honorable Dan Conklin.

City Representative: Greg Burris, City Manager.

Donna Bergen called the meeting to order at 9:30 am.

Dennis Thompson gave an overview of our group and that we were a group of citizens who have current and prior law enforcement experience who heeded the call of a News-Leader editorial for citizens to get involved to evaluate the feasibility of merging the Springfield Police Department (SPD) with the Greene County Sheriff's Department (GCSD). Dennis began by sharing his extensive experience with a "best practices" example of a success merger between the Las Vegas Police Department and the Clark County Sheriff's Office. Dennis was able to witness this merger and provided comments of pitfalls and eventual success.

John Housley, Attorney of the county was the first to speak and noted that Greene County, while urbanized, still had a significant rural contingency. His perception of the public is that the citizenry see the county more rural than urban and would, in all likelihood, have difficulty not seeing county deputies in their neighborhoods. He then made three statements regarding a merger:

1. There **ARE** legal and statutory issues to overcome with a merger. (Emphasis added)
2. The jail is a real problem for sheriffs throughout the state and stated that most of them have little, if any, training or understanding of corrections. He stated that the jail is a financial and legal liability to the county. This statement was confirmed by Mr. Burris. A brief discussion on why the county bears all the operating cost of the jail pursued and why the county bears all of the cost of the jail.
3. The county is in favor of cooperating with the city and willing to put "turf" issues aside.

County Commissioner Dave Coonrod then asked two questions:

1. What is our goal? (Of our group)
2. What do we hope to accomplish?

acknowledged the counties financial limitation and was pleased to announce that was not the case for the group which he repeated twice during the discussion. Mr. Burris asked our group if we thought the citizens could see any financial benefit from such a merger? Mr. Burris continued that while a merger may "look" good on the surface it is very hard to actually do. Both Mr. Burris and presiding commissioner Coonrod use the rational "if it's not broken why fix it". He also indicated that the city/county strategic planning committee is adding a chapter on "public safety" this coming year, but did not discuss its relevance to merging of the two departments..

Jim Simple asked about the feasibility of combining purchasing of fleet vehicles as well as the vehicle maintenance department and stated that the military had done so with very good success and saved a good deal of money. Mr. Burris indicated their fleet needed to be replaced but the funds were not available. Mr. Coonrod asked if Jim had visited the county maintenance shop and "who did you say you worked for". Jim responded the government. Commissioner Coonrod did not pursue the issue further including not answer Jim's question. Mr. Burris stated they did not have "enough funding" to operate their current fleet, let alone additional vehicles. Mr. Burris then stated he would answer Rick's (Headlee) question. "The city/county has no interest in a total merger...now or ever!"

Mike Ramon indicated that the city/county tactical training programs are very similar and that would appear to be an area they might be able to collaborate and save funds. Mike additionally stated the bulk of the operational costs of the jail fall on the county and it does not appear the city has that much "skin-in-the-game". Mr. Burris responded that the city has issued a self-imposed cap on the jail although he did not explain exactly what that meant. (can he do that? Judge Conklin told me the court is doing that)

Dee Wampler asked, "what 3 or 4 things should we "push" for. Mr. Burris directed us to read the final report of the Law Enforcement Safety and Justice Roundtable as the seven goals they came up with appear to be a very good approach. He specifically pointed out that merging city and county law enforcement was not identified by the task force as high priority.

Dave Coonrod stated we should look at how to go about getting "home rule" or charter form of (County) government instead of looking at merging law enforcement entities. John Housley and Judge Conklin then explained how a charter form of local government differs from what we currently have. It was pointed out that our group was primarily composed of individuals who had been, and in some cases still are, involved in criminal justice in one area or another, that led us to responding to the News-Leaders invitation to form a citizens study group on this topic. especially when the Law Enforcement Task Force in their concluding remarks in their report suggested that merge should be studied at some point, by another body. And, that it might be unlikely that this group had the expertise and interest to study and advocate for changing the legal status of the county.

The meeting adjourned at 11:15 am.

Bill Hedrick. Recorder

**“ The first problem for
all of us,
men and women,
is not to learn
but to unlearn.”**